

TOWN OF SMYRNA

2002 COMPREHENSIVE PLAN



Final Draft
Recommended to Mayor and Council by the
Planning & Zoning Commission
November 20, 2002

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COMPREHENSIVE PLAN 2002
TOWN OF SMYRNA, DELAWARE

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TOWN OF SMYRNA
COMPREHENSIVE PLAN
Update Draft

Introduction:

The 2002 update to the Comprehensive Plan for the Town of Smyrna, Delaware revises the plan originally adopted in April 1988, and amended in April 1997. This update incorporates more recent Census and land use data, reflects recent changes in the development of the community, and addresses specific new requirements imposed by changes in the state's municipal planning, zoning and annexation statutes.

This plan was prepared in accordance with the most current State Code requirements for local comprehensive plans as set forth in 22 Del. Code Chapter 702, the principles of the Livable Delaware Program and the guidance of the Office of State Planning Coordination.

The Smyrna Planning and Zoning Commission, the Town Manager, and the Assistant Town Manager prepared this update with technical assistance from the Planning Services Team of the Institute for Public Administration at the University of Delaware.

CHAPTER 1 - BACKGROUND, HISTORY AND PLANNING PROCESS

Location, History, and Regional Setting of Smyrna

Smyrna is located at the intersection of Routes 13 and 300, approximately 65 miles south of Philadelphia and 90 miles east of Washington, D.C. slightly outside the major northeast urban corridor between Washington and Boston, Smyrna is closely linked economically with Dover, 12 miles to the south. Route 13, the historic roadway and the soon-to-be completed State Route 1, lead to Wilmington and Philadelphia to the north and to Dover, while Route 300, which terminates at Route 13 in Smyrna, leads to the eastern shore of Maryland and to Baltimore and Washington. Smyrna is immediately adjacent to the Town of Clayton located on the major rail line to the west.

Settlement in the area dates to before the American Revolution. The location at a crossing of two major roads, the King's Highway and the Maryland Road leading from the Delaware Bay to the Chesapeake, attracted grain merchants early in the 18th century. Grain shipments were made from the landing on Duck Creek to Philadelphia, New York, and Boston. Originally called Duck Creek Crossroads, the town's name was changed to Smyrna by the General Assembly in 1806. The two major banks were founded in 1812 and 1822 and the school district was established in 1829. A steamboat line to Philadelphia was started in 1837.

The Civil War divided feelings of people in the Smyrna area, but the period after the war was one of great growth and prosperity for the town. Well-to-do businessmen built grand Victorian houses from the profits made in trading grain, peaches and fertilizers. The Delaware Railroad, built in 1856, bypassed Smyrna to the west, due in large part to the reluctance of businessmen to encourage competition with the steamboat line. Hence, most of the manufacturing activities located in Clayton to the west, a pattern that has persisted until very recently. After the Civil War, the railroad line was extended to Smyrna and another railroad line extended eastward to the Delaware Bay.

In 1900, Smyrna had four manufacturers of phosphates, two foundries, two peach basket factories, three canneries, two carriage works, and a very modern electric plant, making it the best-lighted town south of Wilmington. In the 20th Century,

growth was slow but steady. The greatest amount of growth occurred in the 1950's and 1960's, when the Town's population grew from 2,346 in 1950 to 4,243 in 1970. While the more recent growth rate slowed somewhat, growth in the town's population has been fairly steady overall. The Town's population in 2000 according to the U. S. census Bureau is 5,679. Because of its strategic location and the availability of public services, the Town is experiencing a surge of new growth (see Chapter 2 and Appendix 1).

The Town's increasingly strategic location in the northeast makes it a competitive location for business. It's location on SR 1 at the northern edge of Kent County puts the community within one hour of most of the region's major employers and residents. Coupled with available land, a commitment to quality growth, designation as a growth area by both the county and the state, and modern public services, Smyrna is poised for significant growth in the next twenty years.

The Planning Process

The Authority to Plan

The preparation of a comprehensive development plan is the legal responsibility of the Town of Smyrna Planning and Zoning Commission pursuant to Delaware municipal planning and zoning enabling legislation. Section 702, Title 22 of the Delaware Code specifies that:

"A Planning commission established in any incorporated city or town under this chapter shall make a comprehensive development plan for the development of the entire area of such city or town or of such part or parts thereof as said commission may deem advisable."

Section 702 also establishes the content of such a comprehensive development plan to include:

"A Comprehensive plan means a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment

potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues. The comprehensive planning process shall demonstrate coordination with other municipalities, the county, and the State during plan preparation. The comprehensive plan for municipalities of greater than 2,000 population shall also contain, as appropriate to the size and character of the jurisdiction, a description of the physical, demographic, and economic conditions of the jurisdiction; as well as policies, statements, goals, and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation, and such other elements which in accordance with present and future needs, in the judgment of the municipality, best promotes the health, safety, prosperity, and general public welfare of the jurisdiction's residents."

Section 703 provides additional legal authority for the planning commission as stated:

"The planning commission shall have the full power and authority to make such investigations, maps and reports of the resources, possibilities and needs of the city or town as it deems desirable..."

Recent amendments to the Delaware Code require a formal annexation plan element and a comprehensive rezoning after the adoption or revision of a comprehensive plan to bring the zoning ordinance and map into compliance with the adopted comprehensive plan.

These amendments to state law, enacted in July 2001, will be met by this revision to Smyrna's plan and the continuing planning activities it calls for.

The 1973 Comprehensive Plan

Smyrna adopted its first Comprehensive Plan in 1973. At that time, there was no economic stimulus for major new development,

but the continued vitality of Dover, 12 miles south, meant modest spillover growth was likely in the area. The 1973 plan indicated that utility systems were adequate for a doubling of population. Housing deterioration and lack of affordable housing for low- and moderate-income persons and families were identified as significant concerns. The plan called for establishment of an historic district, which would help encourage reinvestment in deteriorating houses and for a housing conservation code to require repairs to deteriorating buildings. At that time, there were needs for a community health clinic, a new Town Hall, a new police station, and a new library.

The Planning Process, 1986-1988

Updating the 1973 Comprehensive Plan was a four-step process involving four memoranda prepared by the Town's consultant and discussed with the Town Council and the Planning & Zoning Commission at joint planning workshops held from October 1986 through 1987. The first two dealt with issues and priorities for the plan, existing land use and environmental conditions, population and employment trends and projections, and the holding capacity of vacant land within the Town limits. A third and a fourth memorandum described alternative growth scenarios for the Town and the policies which would be required to create these different future patterns of community growth. From these alternatives, the Town chose policies aimed at a compact land cost-effective growth pattern with a program of annexation expected to control growth adjacent to the Town and to provide needed lands for desired employment opportunities. The Smyrna Town Council formally adopted the Comprehensive Plan Update on April 18, 1988.

1997 Update to the Comprehensive Plan

Approved on April 21, 1997, the update designated a 300 foot green space centered on the creeks, allowed for future designation of an historic area for places like Belmont Hall, and changed Belmont Hall's use classification to Institutional and Recreational to reflect its use as a state conference center. The 1997 update also provided for a review every five years of farmland placed in the State's Aglands Preservation Program, designated the area east of the railroad tracks south

of Route 300 as a proposed industrial park, and developed written text to accompany the land use map.

2002 Review and Addendum to the 1988/97 Comprehensive Plan

Pursuant to state law, a municipality is required to review its comprehensive plan at least every five years to determine if its provisions are still relevant given changing economic and other conditions. The 2002 review and amendment to the town plan provides updated information on existing land use, growth and development issues and population and economic trends. It also updates the 1997 plan by adding an annexation plan element to bring the comprehensive plan into compliance with recently enacted changes to the state planning statutes (HB 255, enacted by the 141st General Assembly and signed by the Governor on July 13, 2001.)

Numerous public workshops and reviews of the draft plan and components thereof have occurred during the plan review process. The Planning & Zoning Commission has considered the draft at ten meetings. Mayor and Council considered the draft annexation plans at two sessions. Final review and approval by Mayor and Council requires a public hearing as well as review and certification by the Office of State Planning Coordination.

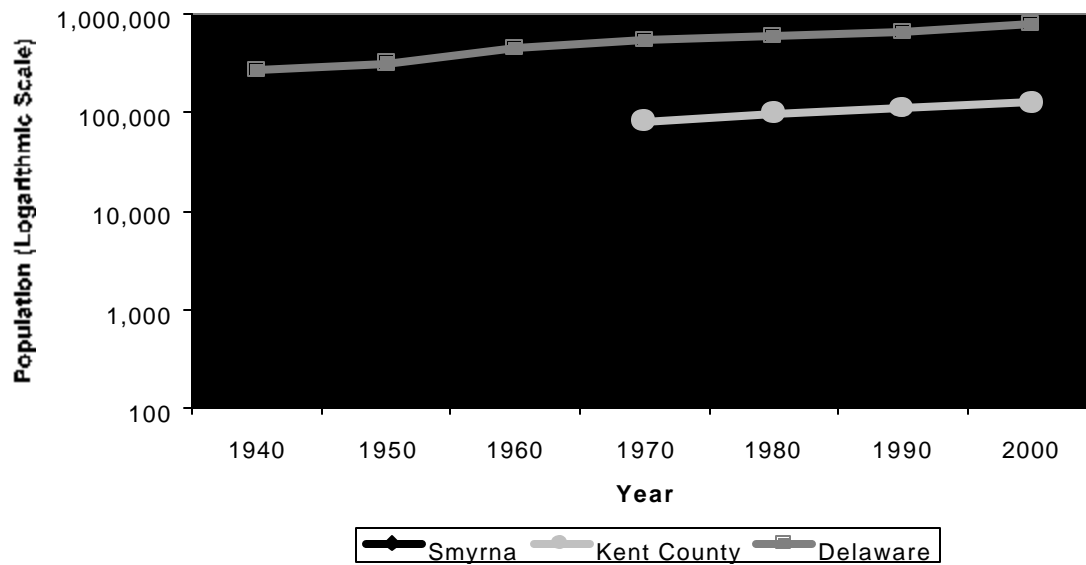
CHAPTER 2 - COMMUNITY PROFILE

The Comprehensive Plan must reflect the demographic, housing and economic characteristics of the community within its regional and larger setting. The tables that follow were derived from the 2000 US Census and compare Smyrna with Kent County and the State of Delaware. These analyses, while constrained by the inherent limitations of census data and the potential for error introduced by the size of the local database, help to formulate the comprehensive plan's strategies, goals and policies.

Overall, the most telling statistics relate to the Town's recent rapid growth, the lower-than-average proportion of middle age families, the lower percentage of residents with advanced education and the difference between the Town of Smyrna and the region in terms of occupations, industrial distribution and household income.

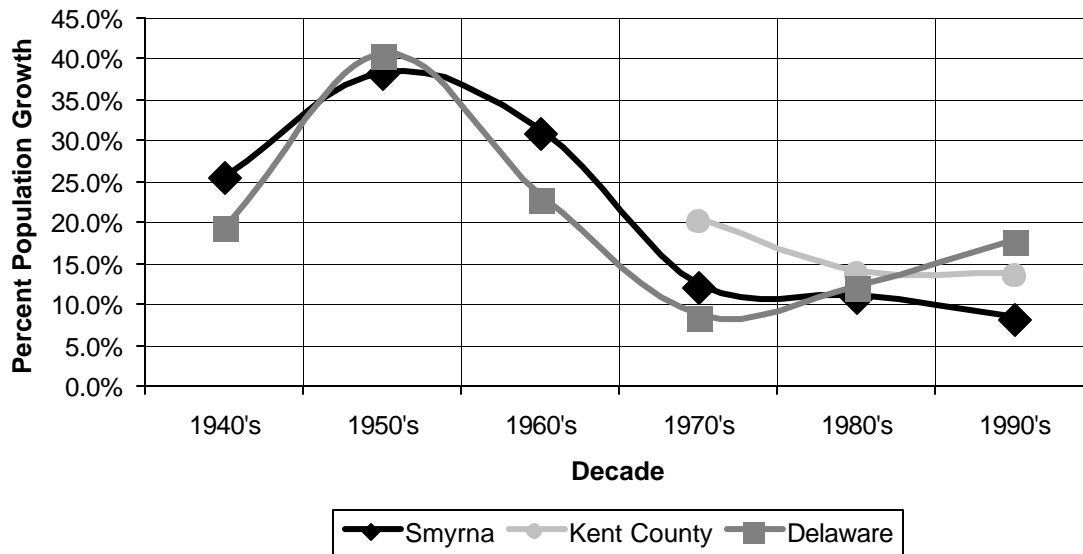
**SELECTED DEMOGRAPHIC AND ECONOMIC DATA
SMYRNA, KENT COUNTY AND DELAWARE**

Population Trends, 1940-2000



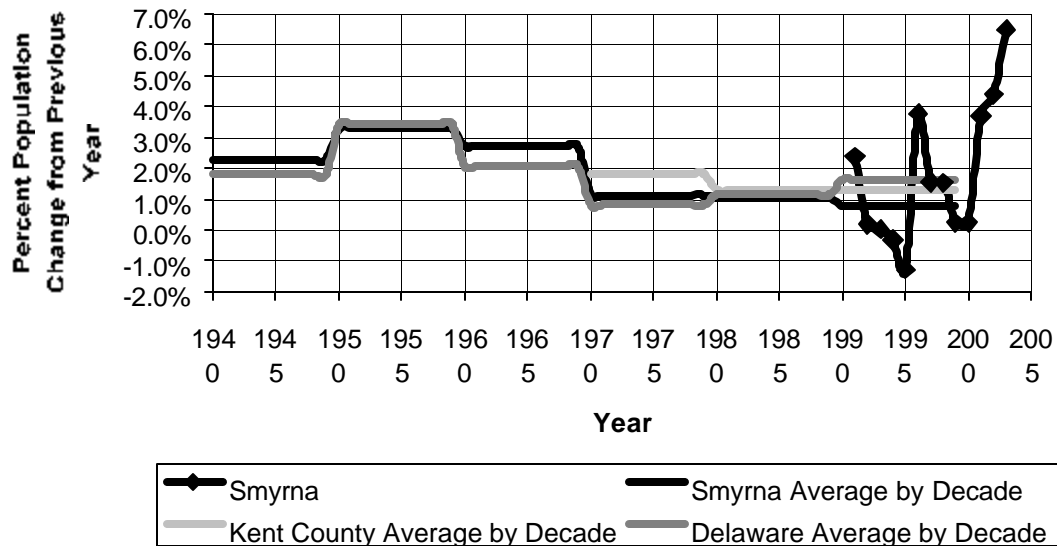
Population Trends, 1940-2000

The population of Smyrna is 5,679 according to the 2000 United States Census. The population of Smyrna has grown at a rate comparable to Kent County and the State of Delaware since 1940.

Percent Population Growth by Decade, 1940-2000**Population Trends, 1940-2000**

Population growth has remained fairly consistent with Kent County and Delaware trends since 1940. The discrepancy comes in the 1980's and 1990's, when the percentage growth by decade in Smyrna continued to decline instead of increasing from the 1970's.

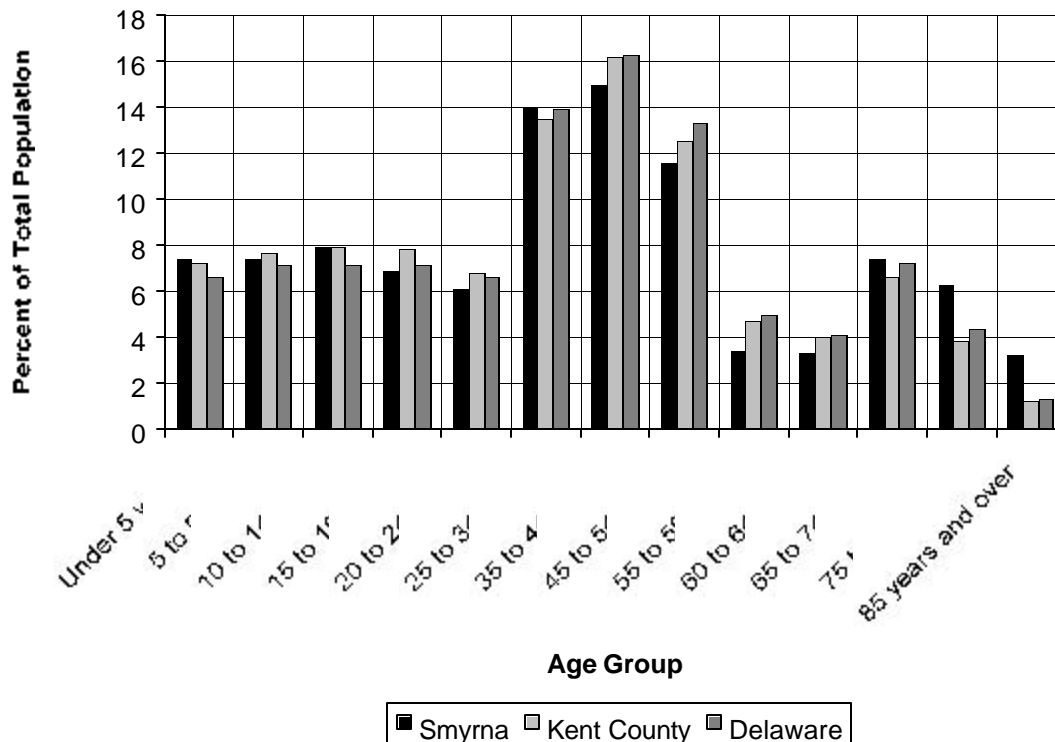
Percent Population Growth, 1940-2003



Percent Population Growth, 1940-2003

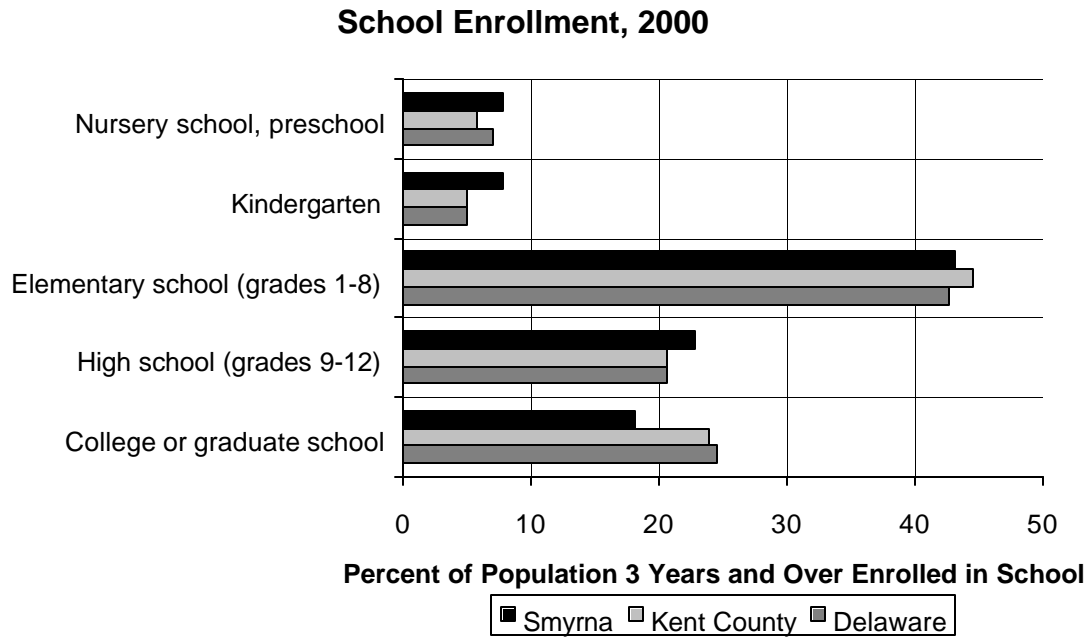
The population of Smyrna has grown at a rate comparable to Kent County and Delaware since 1940. Smyrna had a lower average growth rate than Kent County and Delaware between 1990 and 2000. Recent trends in construction of housing units, however, has led to an increase in new residents; population is expected to increase by about 6.5% in 2002. Factors influencing this rapid growth include the upgrades to the Kent County sewer system, the pricing attractiveness of Kent County as compared to New Castle County, and the completion of restricted-access freeway State Route 1. This equates to a 3.0% growth rate over the last five years and 2.0% growth rate over the last ten years.

Age Distribution, 2000



Age Distribution, 2000

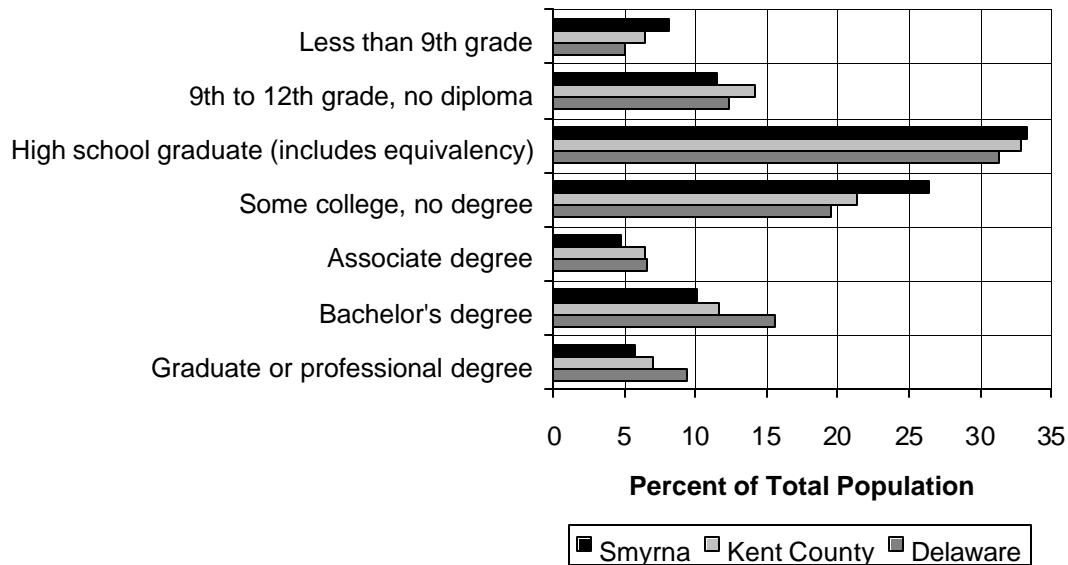
Age distribution is fairly normal in Smyrna. The median age in 2000 was 35.1 years, slightly higher than Kent County (34.4 years) and slightly lower than Delaware (36.0 years). 40.8% of households had residents under 18 years and 24.9% of households had residents 65 years and over. Compared to Kent County and Delaware, Smyrna has slightly higher percentages of citizens under 5 years and 25 to 34 years, but a lesser percentage of citizens between 15 and 20 years. This may suggest that Smyrna is attractive to young families, but young adults are leaving the area in search of educational and job opportunities. Smyrna has a significantly larger percentage of citizens who are 65 years and over.



School Enrollment, 2000

Smyrna has 1,423 students over the age of 3 years enrolled in school. Compared to Kent County and Delaware, Smyrna has a slightly higher percentage of students in nursery school and preschool, kindergarten, and high school and a significantly lower percentage of students enrolled in college or graduate school.

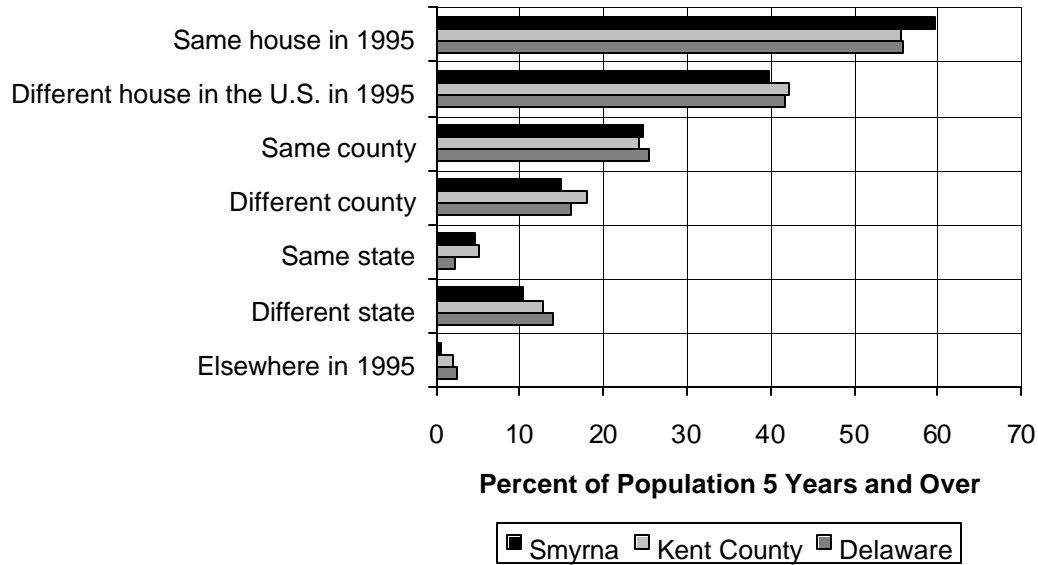
Educational Attainment, 2000



Educational Attainment, 2000

80.3 % of Smyrna residents graduated high school, which is comparable to Kent County (79.4%) and Delaware (82.6%). Smyrna, however, has a significantly lower percentage of citizens who have attained college degrees (15.9%) compared to Kent County (18.6%) and Delaware (25%). These figures imply that Smyrna lacks attractiveness for young college graduates entering the job market. This may also reflect the educational attainment of young families and citizens 65 years and over who moved straight from high school to work.

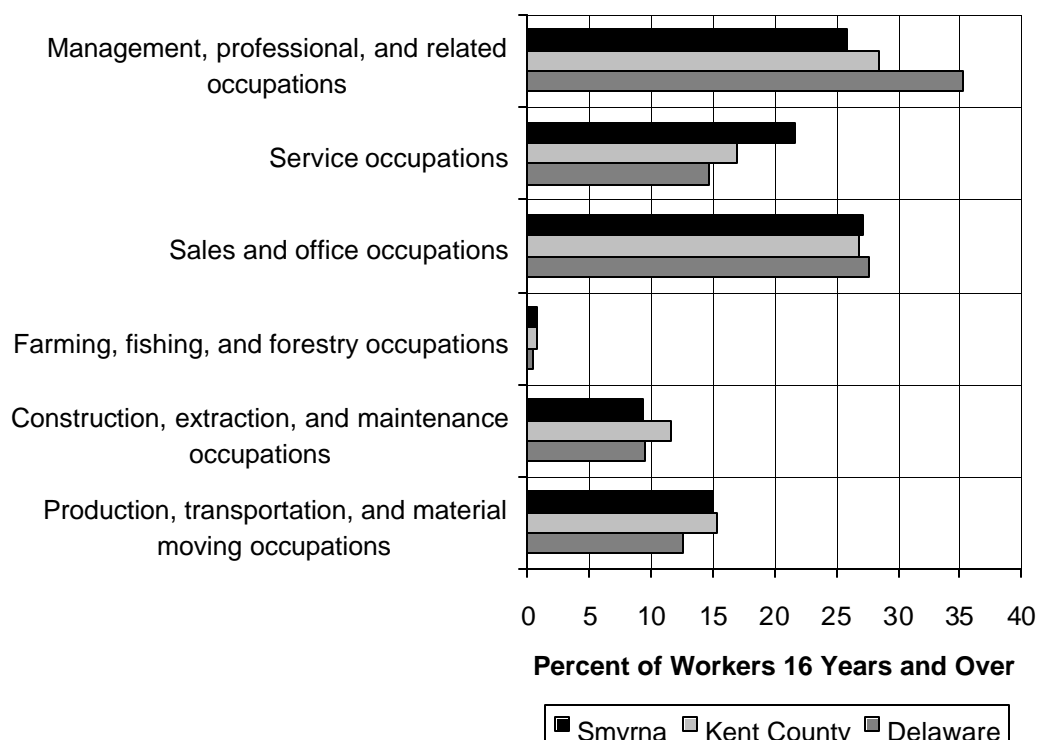
Residence in 2000 as Compared to 1995



Residence in 2000 as Compared to 1995

Compared to Kent County and Delaware, Smyrna had a slightly higher percentage of residents residing in the same house in 2000 as they did in 1995. Of those who lived in a different house, most still resided in Kent County.

Occupation, 2000



Occupation, 2000

Smyrna is fairly consistent with Kent County and Delaware occupation distribution levels in a number of categories, reflecting a diversified workforce. Significant differences from Kent County and Delaware are evident by a lower percentage of citizens in management and professional occupations, and a higher percentage of citizens in service occupations. These statistics correlate to the educational attainment of Smyrna citizens: those with education levels less than a college degree are more likely to enter service-type occupations.

2.1% of Smyrna residents were unemployed in 2000, which is lower than both Kent County (3.6%) and Delaware (3.4%) rates.

Care must be exercised in interpretation of figures, as the data illustrates occupations of the residents of the town, not the occupations available within the geographical confines of the town.

Industry Distribution, 2000

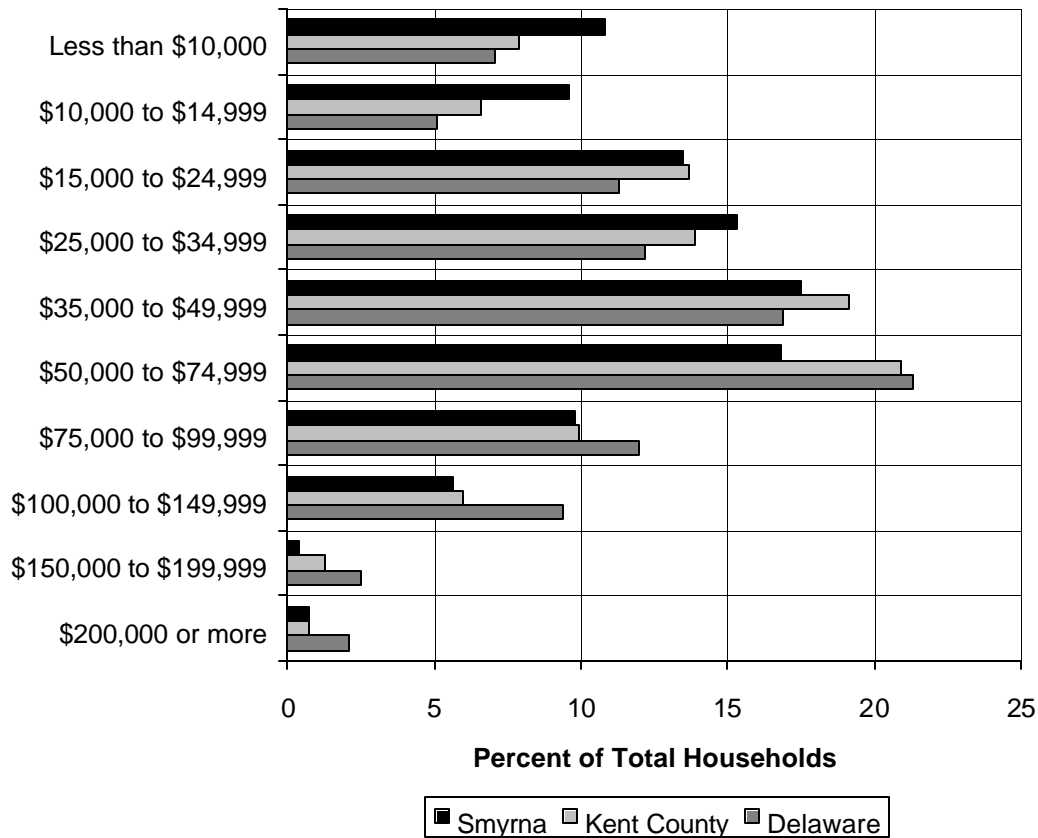


Industry Distribution, 2000

Smyrna is fairly consistent with Kent County and Delaware industry distribution levels in a number of categories, again reflecting a diversified workforce. Significant differences from Kent County and Delaware are evident by lower percentages of citizens in information and professional services. These statistics correlate to the educational attainment of Smyrna citizens: those with education levels less than a college degree are more likely to enter service-type occupations.

Again, care must be exercised in interpretation of figures, as the data illustrates the industry orientations of the residents of the town, not the industries present within the geographical confines of the town.

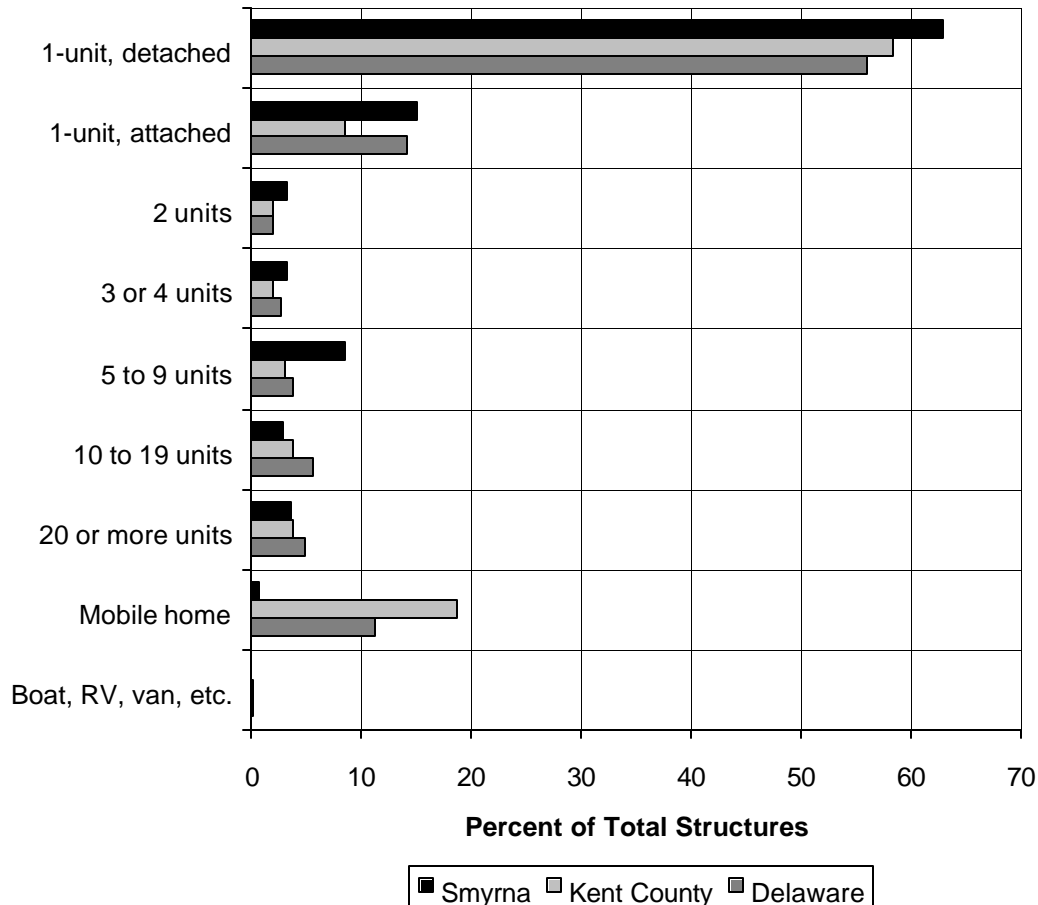
Household Income Distribution, 1999



Household Income Distribution, 1999

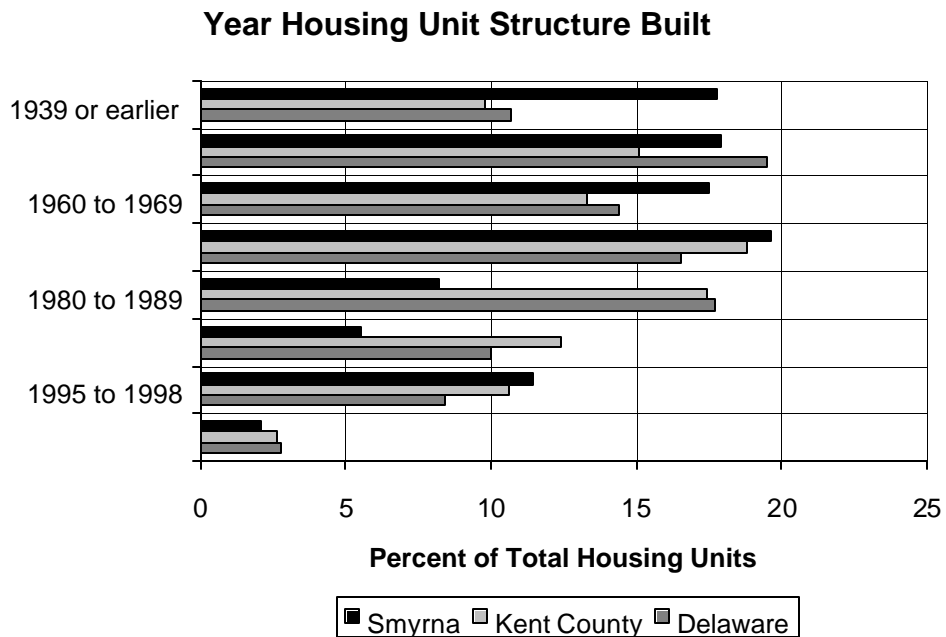
The median household income in Smyrna is \$36,212, significantly lower than both Kent County (\$40,950) and Delaware (\$47,381). The distribution of income is skewed, with a heavier proportion of households receiving incomes under \$35,000. This reflects a high proportion of young families receiving entry-level wages and a low proportion of middle-aged families receiving upper-level wages within the town. It also reflects lower costs of living in Kent County as compared to New Castle County.

Number of Housing Units per Structure, 2000



Number of Housing Units per Structure, 2000

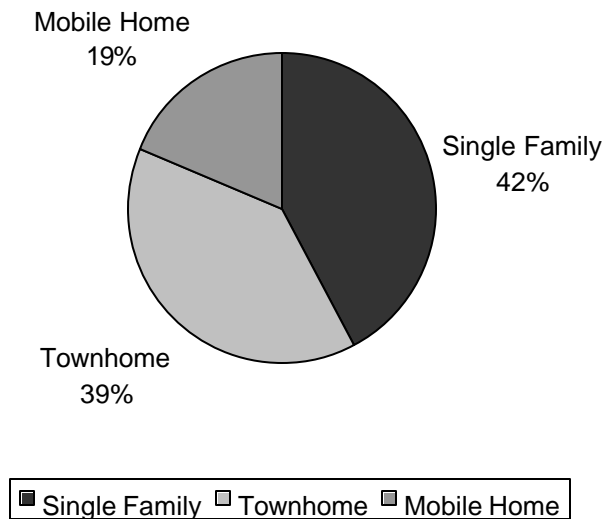
Housing in Smyrna is predominantly 1-unit, detached structures. There are slightly higher proportions of this type of housing than in Kent County and Delaware, but overall housing inventory is relatively well-balanced. There is a significant percentage of structures containing 5 to 9 units which reflect recent developments of medium-sized apartment and townhouse complexes. A number of structures with multiple units are larger, older Victorian homes that have been converted into apartments. The average household size in Smyrna is 2.56 residents, which is comparable to both Kent County (2.61 residents) and Delaware (2.54 residents) averages.



Year Housing Unit Structure Built

Compared to Kent County and Smyrna, there is a significantly higher proportion of homes built before 1939 and a significantly lower proportion built between 1980 and 1994. These numbers reflect the predominance of Victorian-era and older homes in the downtown area.

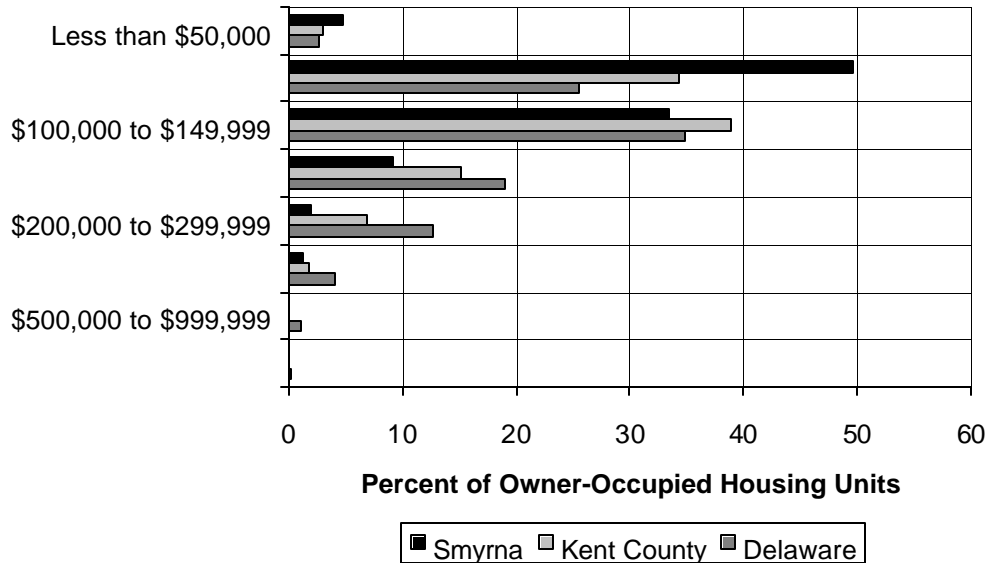
Type of Building Permits Issued, 2000-2002



Type of Building Permits Issued, 2000-2002

There is a fair balance among the type of building permits issued between 2000 and 2002. This signifies an effort at providing diversified housing to citizens with diversified incomes.

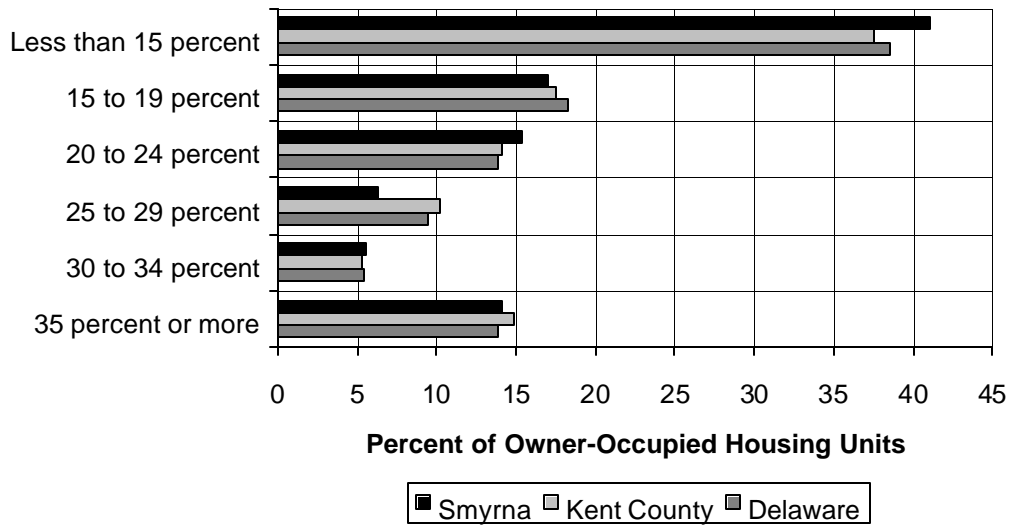
Value of Owner-Occupied Housing Units, 2000



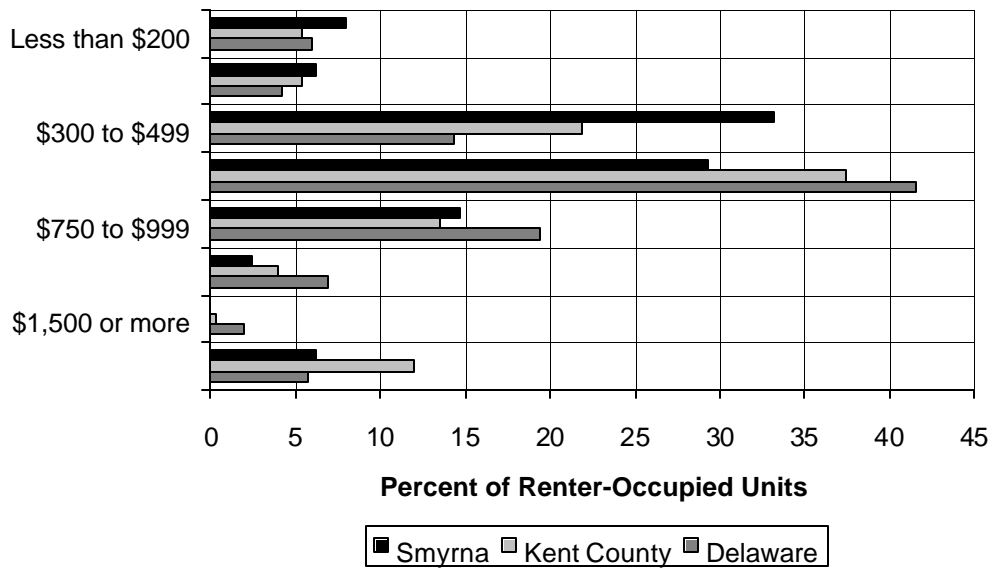
Value of Owner-Occupied Housing Units, 2000

Compared to Kent County and Delaware, the values of homes in Smyrna are significantly lower. The numbers reflect a higher percentage of frame houses on small lots and “worker-level” homes. Delaware values are slightly inflated due to higher costs in New Castle County and the value of beachfront homes in Sussex County.

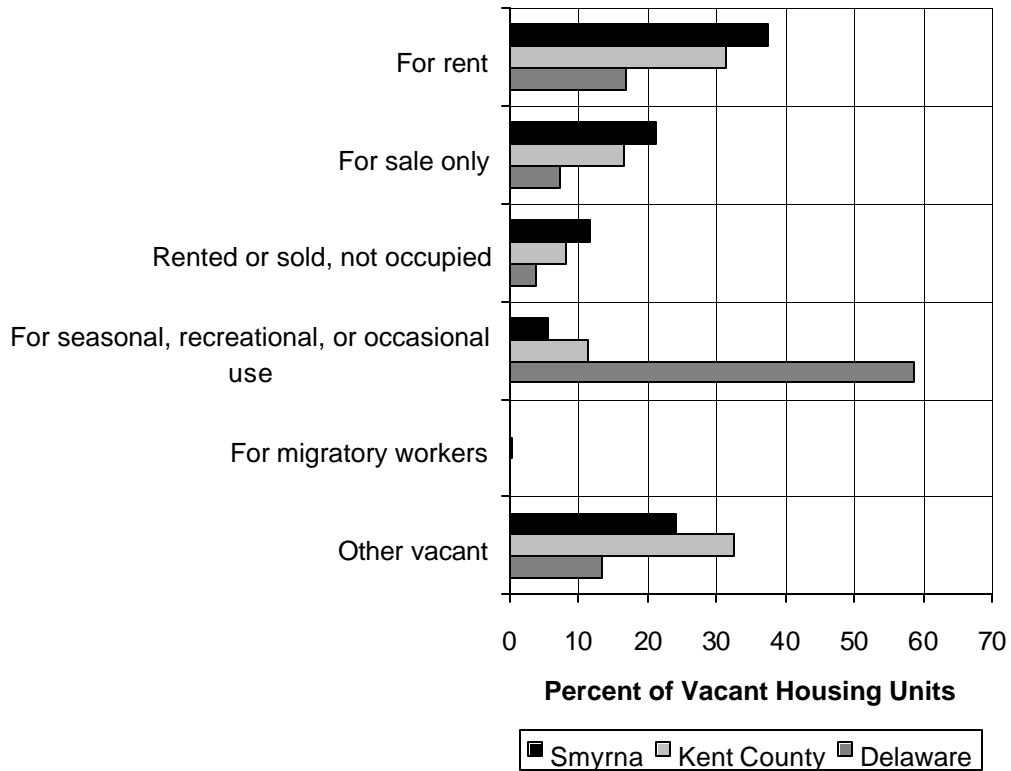
Monthly Owner Cost, Percent of Household Income, 2000



Gross Rent of Renter-Occupied Units, 2000

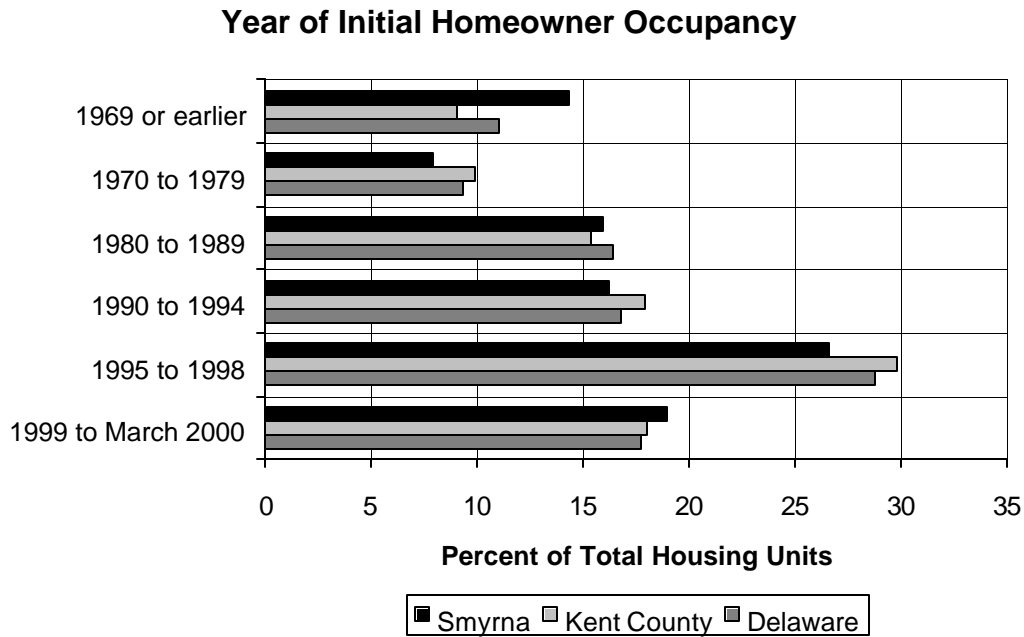


Housing Unit Vacancy Status, 2000



Housing Unit Vacancy Status, 2000

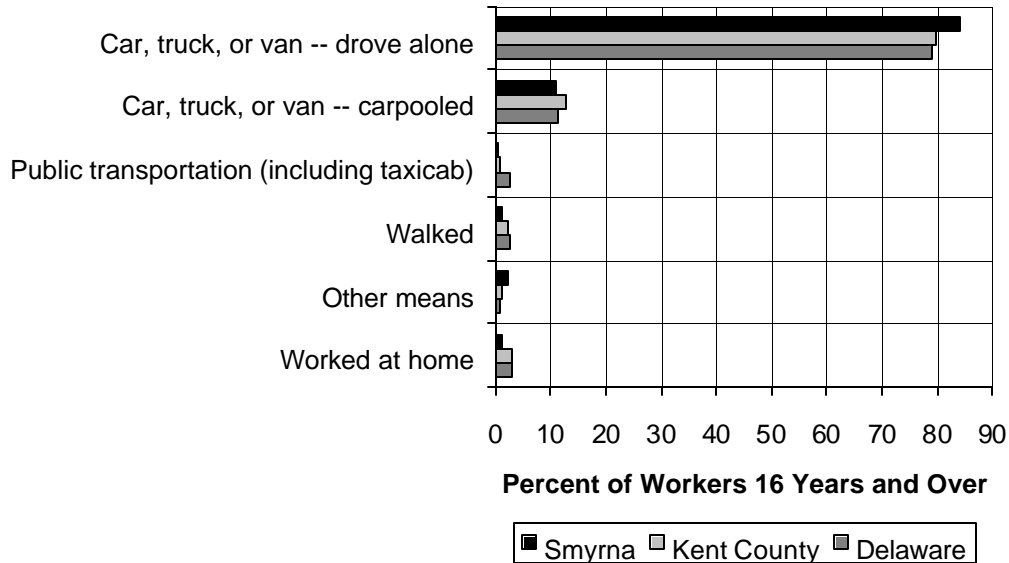
Smyrna has a slightly higher homeowner vacancy rate (2.1%), but a lower rental vacancy rate (5.4%) compared to Kent County (1.6%, 6.7%) and Delaware (1.5%, 8.2%).



Year of Initial Homeowner Occupancy

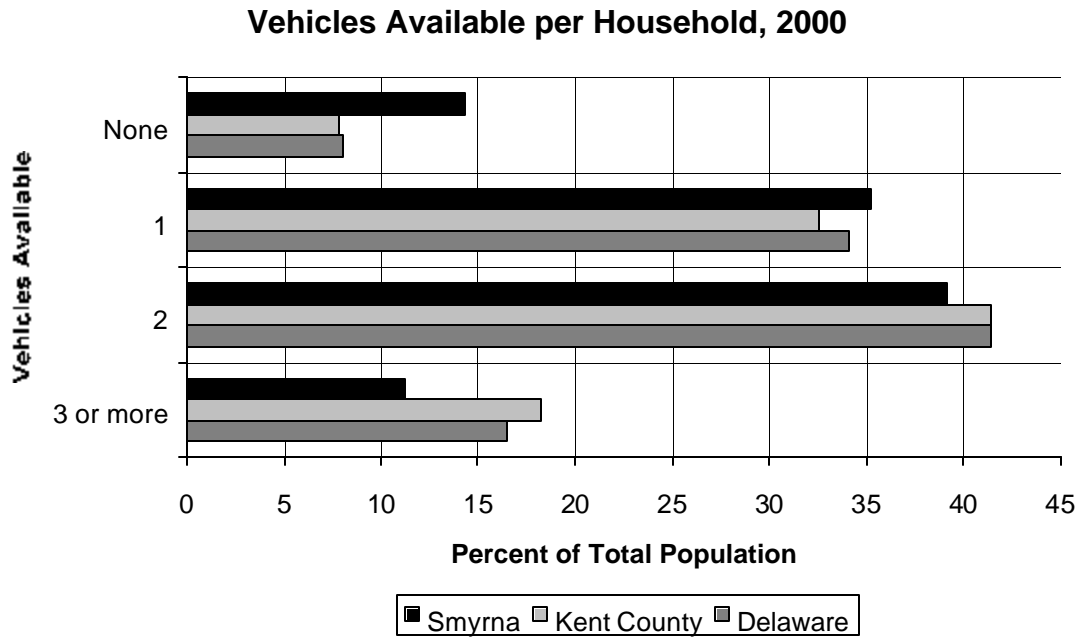
Compared to Kent County and Delaware, there is a significantly higher proportion of Smyrna residents who have occupied their home since 1969 or earlier. This relates to a greater proportion of residents 65 years and over who have remained in the same home for the greater duration of their lives.

Commuting to Work: Means of Transportation, 2000



Commuting to Work: Means of Transportation, 2000

The mean travel time to work for Smyrna residents is 25.9 minutes, higher than the averages of both Kent County (22.7) and Delaware (24). This suggests that the majority of residents are commuting to the Dover or Wilmington-Newark areas for employment.



CHAPTER 3 - THE DEVELOPMENT PLAN

INTRODUCTION

The Smyrna Development Plan is a guide to be followed by the Town, property owners and developers in addressing the future physical and economic development of the Town and its immediate surroundings. Many of the issues concerning the growth and development of the area are interrelated, so that the effective resolution of each issue must involve simultaneous concern for the resolution of other issues.

A number of assumptions provide the basis for this revision to the comprehensive development plan and a major change in any of these assumptions may require revisions to the plan or to parts of the plan. Among the most important assumptions related to the plan are the following:

1. That the completion of SR 1 north of Smyrna makes the area increasingly more attractive as a place of residence to employees whose jobs are in the Wilmington and I-95 employment corridors, as well as for employers seeking a location with easy access to regional markets.
2. That the rate of population growth for the area will be at least that of the last four years rather than that experienced from 1970 through the mid 1990's. Further, the Town's goal of increasing light industrial and service employment opportunities within the Town will reverse the historic trend toward slower growth.
3. That the two large State employers in the area, the Department of Correction and the Delaware Hospital for the Chronically Ill, will continue to grow, primarily within the boundaries of their present land holdings providing additional employment opportunities during the planning period. Other major employers in the area, such as the school district, will also continue to grow. The recent announcement that Wal-Mart will locate a regional distribution center in Smyrna, along with steady growth by a number of other employers, indicates the town is and will increasingly be an attractive location for business growth.

ISSUES AND GOALS

In the planning process for this comprehensive plan update, five major issues emerged which have shaped the nature of the plan and its implementation recommendations.

1. There had been a lack of significant new employment opportunities in the Smyrna-Clayton area in past years. Securing suitable business sites for future growth and effectively promoting the Smyrna area are remaining challenges although recent announcements of new employers coming to the area are encouraging.
2. The preservation of historic buildings and the decline of the central historic core, albeit a gradual one, has only recently been addressed in the Town's policies. Preservation of a healthy setting for the historic and architectural assets of the central core is important to the preservation of the individual buildings. Support for downtown redevelopment consistent with retention of the area's historic character is critical and requires an effective partnership between the town, the Smyrna Main Street Program, and business and property owners.
3. Annexation, while not necessary to meet the immediate needs for housing in Smyrna, is an important tool for the control of growth around the periphery of the town, particularly to avoid uncontrolled strip development and scattered development patterns. In addition, annexation offers opportunities for establishing business and/or office and research parks to bring about desired employment opportunities and the proper balance between residential and non-residential development of the community.
4. Anticipated growth in and around Smyrna has the potential to significantly change the character of the area and impact on the town's water, sewer, and other services. Smyrna must be an active and informed participant in planning activities of the State, both Kent and New Castle counties, and nearby communities in order to protect the

town's interests and ensure that Smyrna can set its own destiny.

5. The extension of utilities is a key planning tool for the Town, both to encourage development of appropriate uses in desired locations and to prevent unnecessary leapfrogging or bypassing of vacant parcels and tracts of land.

LAND USE PLAN

GROWTH

The principal goals for growth are to achieve a steady rate of planned growth while allowing for the efficient expansion of public services in the urbanized area and ensuring the maintenance of the essential character of the community.

Policies supporting these goals include:

- a. The Planning and Zoning Commission must consider the existing pattern of the urbanized area, availability of or proximity to public services, and policies adopted within this planning document when making decisions on subdivisions, special use permits, or site plan approvals, and when making recommendations on rezoning and annexations to the Town Council.
- b. Sufficient information on marketability, costs and benefits to the Town, and construction phasing of the project must be available to the Town in order to make informed decisions on proposed developments.
- c. Those areas which may be annexed in the future must be consistent with the annexation plan for the community, done in a manner that maintains the character of the town, carefully linked to the overall growth goals, and consistent with the availability of public utilities and services.

LAND USE COMPATIBILITY

Land uses should be so located that efficiency and convenience are created by placing compatible uses adjacent to one other, so that undue disturbances and hazards are avoided by the physical distance between incompatible uses and so that adequate buffers and barriers are provided at places of transition between uses.

Policies supporting these goals include:

- a. Careful reservation of sites for and mixing of uses which support newly developing areas, such as neighborhood commercial clusters, senior citizen and community centers, schools, or places of worship.
- b. Assuring the reservation of sufficient business and commercial sites to permit competitive industrial land value pricing and to discourage speculation on a fewer number of sites.
- c. Placing specific setback, screening and landscaping requirements, and performance standards at zoning district boundaries.
- d. Evaluation of rezoning requests and development plans utilizing criteria established by the Comprehensive Plan, the zoning and subdivision ordinances, and other land development and construction codes.

GENERAL PLAN CONCEPT

The physical development pattern of the Smyrna-Clayton area has emerged from a series of bypasses of the original historic core of Smyrna. The first was the construction of the main rail line to the west, creating the impetus for the emergence of Clayton as a separate community with significant manufacturing activities. The second was the routing of the duPont Highway (Route 13) along the eastern edge of the built-up area of Smyrna. The third was the construction of SR 1, a major limited-access highway (the Route 13 Relief Route) further to the east.

Each of these events has had the effect of encouraging location of important residential, commercial, and industrial nodes away from the original downtown crossroads of Smyrna, frequently leaving intermediate sites undeveloped and leading to a scattered and fragmented development pattern. Such fragmentation tends to increase transportation and infrastructure costs and to reduce the concentrations of uses that would permit economies of scale beneficial to businesses, to the Town, and to its inhabitants.

With the development of outlying areas of industry, retail and office functions, and residential areas, the downtown core

has stagnated and become characterized by a lower level of activity than might be desirable in a town center. On the other hand, the growth of commercial areas along Route 13 and Route 300 (Glenwood Avenue) has meant less pressure to demolish historic structures, leaving an impressive concentration of historically and architecturally significant structures which has been recognized by placement of a large historic district on the National Register of Historic Places. Many of the important governmental, educational, financial, and religious institutions of the Town remain concentrated in this area but the downtown suffers from a lack of visibility and vitality. Public and private efforts are pursuing an aggressive revitalization program to reinvigorate the historic heart of the community.

The Town recognizes the need to provide for future growth through an efficient and thoughtful series of infill development opportunities while allowing for the expansion of the Town's physical boundaries, as defined in the annexation element, as a tool to manage surrounding growth. In addition, the Town recognizes that the surrounding waterways, woodlands, and productive farmlands form an important resource network and an attractive setting for the development of Smyrna. Continued scattered outward development has the potential to threaten these important resources, while timely development of bypassed infill parcels and incremental growth adjacent to existing developed areas can have the dual advantage of cost efficiency and protection of the natural environment.

The Town's leaders remain concerned about the need for new employment opportunities, particularly for the area's residents. Only a limited number of potential employment sites are in locations where light industrial or larger office buildings would be suitable, considering the adjacent development patterns, even though the town developed and successfully marketed a new Business Park in recent years. That facility and the adjacent site of the Wal-Mart distribution center are about at full occupancy, making the identification and development of an additional business and commerce center a high priority for Smyrna's long range economic health.

The primary motivating forces of the Smyrna Development Plan are strategies to:

- ?? identify appropriate locations for and to attract new businesses to the community;
- ?? achieve a more compact and cost-effective pattern of residential and neighborhood commercial development;
- ?? encourage the revitalization and reuse of historic structures in the central core of the Town;
- ?? support annexation of adjacent areas as a protection against uncontrolled development which would affect the character, attractiveness, and livability of the Town;
- ?? Protect the natural and scenic resources of the area.

LAND USE PLAN

The Land Use Plan provides a framework for future growth and development in the Town of Smyrna and describes preferred relationships among land use types and intensities. By examining the land use plan as a whole, it is intended that a greater understanding of the fabric and image of the entire community may be gained. (See Figures 2, 3 and 4 in the appendix for existing land use, existing zoning and future land use)

Along with the zoning ordinance, subdivision regulations, environmental controls, and anticipated growth projections, the Land Use Plan is intended to serve as a reference in weighing development proposals in the future.

1. Residential Land Uses

Residential land use areas are mapped according to density, implying certain housing types. The residential element of the land use plan is intended to provide for a complete range of housing opportunities, offering variety in size, type, and density to meet the needs of all economic levels, household types, and life styles.

Within the framework of the overall residential land use categories, the plan emphasizes meeting the following goals:

?? Encourage the infill development of vacant parcels, both small and large, which have been bypassed by previous development and remain undeveloped within the built-up areas of the Town and where public services are already available.

?? Encourage cluster and planned residential developments based on specific design criteria within each of the density classifications while requiring a clustered or more compact design approach in environmentally sensitive areas.

?? Encourage developments that provide appropriate housing for low and moderate-income families and for elderly and handicapped persons.

Low Density Residential

Low density residential areas are composed almost entirely of single-family detached homes, averaging about three to four homes per acre. Low-density residential uses are recommended in outlying areas, in areas adjacent to existing subdivisions of similar density, and in areas of environmental sensitivity such as those adjacent to flood plains and woodlands.

Low density residential districts should be well buffered from major commercial and industrial areas and moderately buffered from medium and high density residential, institutional, and neighborhood commercial areas.

Medium Density Residential

The plan locates medium density residential districts in areas with limited conservation and resource protection concerns, in areas adjacent to recreational, commercial, light industrial, and institutional uses, and in areas where the medium-density residential use may provide a transition between low-density residential and higher intensity uses. This category is by far the most extensive residential category, providing opportunities for more affordable development of single-family homes on smaller lots, semi-detached dwellings, and duplexes.

The average net density recommended for medium density residential areas is five to six units per acre. With the increased demand for smaller residential units and the downsizing trend in the housing industry in recent years, development pressure in these districts is likely to increase.

Because the increased density in these areas generates a greater amount of human activity, there is an increased need for proximity to commercial and business districts, employment opportunities, churches, open space and recreation facilities, and a variety of modes of transportation.

Cluster development or planned residential development design should be encouraged whenever feasible for the preservation of open space and resource protection purposes.

High Density Residential

The land use plan locates high density residential areas in several areas adjacent to existing multi-family development and throughout the community as a part of the growth concept. High-density residential development consists primarily of single family attached and multi-family housing types and of mixed-use structures with dwellings above and/or behind ground floor retail or office uses, especially in the historic core of the community.

The average overall density anticipated for high density residential areas is about twelve units per acre within a range from six to twenty dwelling units per gross acre.

High density residential areas require nearby commercial services. Attractive nearby open spaces are very important to the viability of these areas as are pleasant views and vistas from apartment units. Proximity to schools, churches, transportation, and other community and institutional uses is also important in these areas.

2. Commercial Land Uses

The commercial use element of the land use plan is divided into five land use categories: local commercial district,

central commercial, limited office, highway commercial, and shopping center districts. Each of these has a unique character from the others and is intended to fulfill different, although somewhat overlapping, functions.

Local Commercial

The local commercial districts are intended to serve the most immediate needs of households within the local area. They are small in scale and limited in size. Uses permit only conveniences that serve nearby residential uses. These areas should be as centrally located as possible in relation to the neighborhoods they serve and should be located on collectors or minor arterials with careful attention to opportunities for pedestrian and bicycle access.

Central Commercial and Limited Office Districts

General business uses of a community-wide nature, professional offices, government offices, business services, and retail uses are planned for new and redevelopment sites in the central business and limited office districts.

These districts, containing the center of the most architecturally and historically significant structures of the pre-20th Century town, is intended to be preserved and improved by a mixture of uses, including residential uses in the rear and on upper floors, which will foster an appreciation of the special character and sense of place in the historic downtown core. Zoning regulations for this district should encourage mixed-use development, development of sensitively designed parking facilities, and careful control of signage and alterations to the front and visible sides of historic buildings. On the major streets extending from this district, carefully reviewed conversions of residential structures to small professional offices and distinctive small shops may also be considered.

The utilization of special features (street furniture, signage, lighting, surfaces, and informational materials) by the Town to celebrate the architectural significance of the central business district and its most significant individual structures should also be undertaken.

Highway Commercial

Areas along U.S. Route 13 are designated for highway commercial uses, alongside, between, and extending outwardly from existing commercial areas along the highway. This plan recommends that new highway commercial areas be developed in coordinated groupings or clusters of commercial buildings with common access from the highway, preferably feeding parking areas from the side or rear to limit the number of curb cuts on the highway and thereby reduce traffic safety hazards. In parts of this land use area are existing residential structures, which should be allowed to convert to commercial uses under design guidelines which would buffer adjacent residential uses from parking and loading uses while preserving the residential character of the building and the site as a transition from the highway into adjacent residential subdivisions.

Highway commercial uses along Route 13 should be managed in a manner consistent with the Town's desire to improve the appearance, functionality, and safety of the highway as described in the transportation system portion of the plan.

Shopping Center District

Shopping centers have emerged as the major retail development of the post-World War II era and serve as a convenience for retail shoppers wishing to group their shopping errands and for comparison-shopping. Shopping center sites typically are five acres or more, typically are developed with large front-yard parking areas and most, if not all, stores located within a single structure. The design of shopping centers has improved greatly in the past twenty years. Design standards (especially addressing signage, lighting, traffic flow and pedestrian safety) for these areas should be included in the zoning ordinance.

3. Government and Institutional Land Uses

This plan generally limits major governmental and institutional uses to their current sites, many of which have significant additional developable land in Smyrna. The exceptions to this pattern may be consolidation and relocation

of the town's public safety and utility facilities to a new and more appropriate site, and the introduction of new religious facilities or fraternal organizations which may be appropriate in commercial or residential areas but should be subjected to special review on a case-by-case basis. The development and location of town facilities, fire services, schools, and recreational facilities are addressed in the Community Facilities plan.

4. Business and Industrial Land Uses

A major policy goal of the comprehensive plan is to increase employment opportunities in Smyrna and to increase the tax base by attracting new light industrial and other clean business uses to the Town. In 1995, the Town annexed and subsequently acquired property along Route 300 and the railroad on the west side of town for a business park. With recent development, including the location of Wal-Mart's regional distribution center on this property, only a limited number of sites remain within the present Town limits that are suitable for business and light industrial use, either because of size, accessibility, or adjacency to residential and institutional uses.

Therefore, it is important that all potential sites be considered and that several areas, including areas which would be annexed into the Town, are set aside for future business/commerce or light industrial use. The major growth sectors in the economy have been the service businesses and high tech industries. These clean employers provide for a well-balanced work force that Smyrna town officials seek to lure to the community.

Thus, locations for business and commercial parks and/or office and research parks that are close to existing or new residential uses may be appropriate, providing that these areas are subject to strict performance standards and substantial buffering. Along with existing industrial areas, several sites are identified for future office, service, business and commercial uses, including an area proposed for annexation to the north of the town to take advantage of the locational attractiveness of SR 1 and Route 13.

GROWTH AND ANNEXATION PLAN

Smyrna's annexation plan recognizes the importance of coordination with the Town of Clayton, New Castle and Kent Counties, and the State of Delaware in planning for this growing region of the state. It also recognizes the importance of good design, efficient land use patterns, and orderly growth in achieving the shared goals of the region. The Town of Smyrna clearly intends to be a partner in promoting the goals of Governor Minner's Livable Delaware Program by proactively planning for wise growth, promoting sound economic development, and ensuring the creation of livable communities.

The annexation plan represents Smyrna's long term interest in growth in its environs. It is the area over which Smyrna seeks to influence future development. The Town recognizes that the areas identified for consideration are greater than may be required to accommodate growth needs in the five to ten year planning horizon. The Town also acknowledges that some properties may never be developed, that others will remain in large lot/farmette type uses, that others will simply not see development interest in the foreseeable future, and that, for some, non-residential uses, including open space, might be appropriate. Nevertheless, if areas that are geographically, functionally and culturally part of the Smyrna-Clayton community are to be developed they should be an integral part of that community.

Annexation History

Smyrna has grown significantly by annexation since the last updating of the comprehensive plan. (A history of annexations since 1960 is included in the Appendix, see Figure 5). In 1987, two parcels were annexed. One was a small residential area bounded by Commerce, Main, Howard and Upham Streets. The other was the property known as the Mitchell Farm, a 337-acre parcel located at the southern edge of town. The Mitchell farm has subsequently been approved for a variety of residential uses, commercial and industrial/office uses. It presently includes the Sunnyside Village and Bon Ayre developments.

In 1988, Smyrna annexed fourteen acres along U.S. 13 which currently houses a general clothing manufacturer. Two other

blocks were annexed in 1989: one bounded by Howard and Mt. Vernon Streets and Smyrna-Clayton Boulevard; and another block bounded by Howard, Commerce, Lexington and Upham Streets. Both are zoned for residential uses.

Three parcels on the southwest corner of U.S. 13 and Belmont Avenue were annexed in 1990 and are now used for doctor's offices. A 22-acre parcel was also annexed in 1990. Three small residential annexations took place in 1991. In 1995, the 290 acre Brown Farm was annexed, one parcel of which is presently the Smyrna Business Park (previously named the Smyrna Industrial/Office/Research Park). The remaining parcels are in agricultural uses but were rezoned to industrial uses late in 2001 to accommodate a regional warehousing and distribution center. Also in 1995, four other parcels totaling 25.7 acres were added.

In 1996, two significant parcels were annexed: 35 acres now used for the Gateway North Shopping Center; and, 82.18 acres (six parcels) including Bombay Woods development and areas zoned for commercial uses. In 1997, the Staats propane gas storage and distribution facility at Routes 6 and 300 was annexed along with 2.94 acres west of Route 13. In 1999, a 23,200 square foot vacant lot along Route 13, zoned for highway commercial uses, was annexed. The 190.3-acre Blendt Farm was annexed in 2000. It is now scheduled for use by Delaware State University for agricultural research and farm/open space. Also annexed in 2000 was the 51.9-acre Wick Farm located west of town and fronting on Sunnyside Road. The Wick Farm is zoned medium-density residential and no development plans have been submitted to date. A small parcel along Carter Road was also annexed that year.

Potential for Growth

Smyrna's population has increased over time at about a rate of about 1% growth per year since 1960, although that rate slowed somewhat in early portions of the last decade. While trailing the state and Kent County's growth rates, a number of external factors suggest that Smyrna may see substantially increased growth pressures in the near future. Recent building permit records suggest a much faster growth rate. For example, in the first eight months of 2002, a total 153 dwelling unit

permits were issued, about 50% greater than the total for all of 2001 and more than ten times the total of a decade ago.

Growth in the last decade was limited in part by available sewer capacity in Kent County's regional system, on which Smyrna depends. Recent upgrades to that system now permit additional users. In fact, the County's recent draft wastewater plan envisions adequate capacity in the Smyrna-Cheswold portion of the system through 2020. The removal of the wastewater capacity limitation portends increased development pressure in the area and partly explains the significant increase in building activity in the last three years.

State Route 1 is nearing completion with the segments at Blackbird and just north of Smyrna well underway (completion in 2003). Completion of SR1 makes Smyrna a relatively easy commute to the I-95/Wilmington employment corridor, probably faster and with less congestion than exists north of the C&D Canal. This favorable location in the commute-shed coupled with reasonable taxes and property costs makes the area very attractive to future residents.

The recent announcement by Wal-Mart to locate a regional distribution center in Smyrna creates employment opportunities that could encourage employees to seek residences nearby. Wal-Mart's decision might have a synergistic effect on location decisions of other firms as well. Other economic development and tourism development efforts, including strengthening Smyrna's downtown commercial district and the completion of the Smyrna Opera House, hold potential to attract new business activity and residents alike.

Both in the immediate area and south of town, major residential development projects are being undertaken. These projects suggest a growing interest in the northern portion of Kent County, primarily from developers who previously were focused on southern New Castle County.

Smyrna's Interests in Growth Beyond Its Borders

Development outside the Town's borders is highly relevant to Smyrna's comprehensive planning process because uses outside the town have economic and social impacts on the Town and the

services that it must provide. Residential development outside the Town's boundaries can take place at relatively low densities as a matter of right under Kent and New Castle County's existing codes and ordinances. These residents benefit from and use municipal streets, recreation facilities and other services but do not contribute to their maintenance and expansion.

Scattered development outside the town's boundaries generally sets the character of future development, sometimes making it difficult to integrate such areas into the community at a later date. Extension of utilities and other public services becomes inefficient and difficult to provide, as well.

Insensitive and inappropriate development at the entrances to the community often create a negative image for the community, giving visitors a bad impression and thwarting economic development initiatives.

Therefore, as with other municipalities, Smyrna has often considered an annexation, regardless of its timeliness or impact on municipal services and plans, as a defensive action to ensure that future development is compatible with the Town's long range plans and vision and its ability to efficiently provide public services.

From a positive perspective, identifying long range growth areas allows the Town to better plan its future, influence land use and infrastructure decisions by other jurisdictions, articulate its vision, and manage its physical, financial and infrastructure resources.

The Town has annexation requests pending from property owners to the north and south of the community. These are on hold until the comprehensive Plan and its growth strategy are certified by the State. It is expected that the Town will receive other requests for annexation from adjacent developed and undeveloped areas. Consistent with the Town's desire to grow and prosper, the Town of Smyrna will generally support and encourage annexation in order to foster appropriate development patterns in and surrounding the community; facilitate the efficient and timely extension and provision of public services and utilities; ensure that the Town has a say over the type and

scale of uses on its borders; and protect and enhance the community's prosperity, character, and identity.

Growth Planning Principles and Policies

Smyrna will seek to attract residential, commercial and business development that is compatible with the Town's heritage, character, goals and long-range plans; that supports the local economy; and that provides a wide range of housing, employment, cultural, and recreational opportunities to present and future residents. New growth through expansion of the town's boundary will be coordinated with county and state plans and strategies in order to create a proper balance between growth and the preservation of farmland and open spaces, ensure efficient use of resources, and provide maximum options for provision and funding of needed infrastructure. New development will be located and designed to integrate within the community, promote and enhance the community's character, and support the comprehensive plan's long-range goals. Annexation will be considered a tool to ensure good land use planning, help define the boundaries of communities, and promote efficiencies in public services; not simply as a way for the Town to expand its borders.

General Growth Strategies and Priorities

Properties that are fully or substantially surrounded by the Town of Smyrna, or jointly by Smyrna and Clayton, create operational and developmental obstacles. These islands often receive or benefit from town services but pay no property taxes or fees to support the community. Often, as on-site water and wastewater systems fail, property owners seek annexation in order to obtain reliable public utilities. Unless there are unusual and substantial extenuating factors these properties should be annexed.

Properties adjacent to the town, whether developed or not, that would help to round out or rationalize the town's boundaries should also be considered on a case by case basis. Generally, these properties should be considered a priority for annexation if the expected service costs and other factors do not create an undue burden on the community.

Properties ranging from individual lots to large vacant tracts adjacent to the town are also candidates for annexation. Annexation of such parcels would allow the town to control their future use and development and offer opportunities for rational extension of municipal services.

These requests should be evaluated carefully against the potential economic benefit to the Town in terms of tax and other revenues, jobs, services or facilities expected; the desirability of controlling the type, intensity, and character of development in accordance with the Town's stated goals, plans, and ordinances, especially if development is imminent; the impact on the Town's services, facilities, utilities, and administrative staffs, and the extent to which such requirements will be provided by the developer or property owner; the timing of the development such that overall development and the provision of services occurs in a reasonable and orderly manner; and the property's location in respect to the Kent and New Castle County Comprehensive Plans' goals and the State of Delaware's Investment Strategies and Map (see Figure 7).

Capacity and Phasing Considerations

One consideration relating to future annexation involves wastewater service. The Town of Smyrna is served by the Kent County regional wastewater system, as are some developed areas between Smyrna and Cheswold. The Town of Clayton is also served by this system (Clayton's sewage is pumped through the Town of Smyrna). Individual, on-site water and septic facilities serve other developed areas in both Kent and New Castle counties. Smyrna utilizes Segment 1 of the system that extends from Smyrna to pumping station #2 at Dennys Road, north of Dover. This segment was upgraded in 1996-97 and includes both 24 and 30-inch diameter force mains. The Kent County system also serves the Delaware Correctional Center, DEMA and the Rest Area north of Town in New Castle County; this sewage is also pumped through the Town of Smyrna system.

Kent County's wastewater treatment facility is currently permitted at 15.0mgd with planned expansion (per the Kent County Wastewater Master Plan) to 21.1 mgd during the planning period. Additionally, pumping station 1 at Smyrna as part Segment 1 has a design flow capacity that is expected to be more than adequate

through 2020 with no upgrades required. The County's wastewater plan also envisions addition of appropriate pumping stations south of Smyrna to accommodate development in the county-designated growth area. Therefore, wastewater capacity should not be a problem for future growth, although investment by the town in wastewater facilities (pumping station and collection system) may be required north of Duck Creek to service that area if it were to be annexed. (These issues are being addressed by a wastewater facility planning project currently under way.)

The Town of Smyrna owns, operates and maintains its own water utility including production wells, treatment facilities and distribution systems. The system includes four wells with a maximum combined production capacity of 1,500 gallons per minute, and 900,000 gallons of overhead water storage. Areas currently outside the town in Kent and New Castle Counties are served by individual wells, except for a few Town of Smyrna customers who are outside the current Town limits, an area near Garrisons Lake that is franchised to and serviced by Tidewater Utilities and another area south of town that is serviced by Artesian Water Company. Growth north of Duck Creek, however, would require extension of the water system and possibly additional storage capacity as the area develops. These needs must be considered in the Town's overall planning strategy (included as part of a water facility planning study now underway).

The Town of Smyrna owns, operates, and maintains its own electric system and is a partner with other municipalities through the Delaware Municipal Electric Corporation in the ownership of an electric generation facility located in Smyrna's Business Park. Electric service is provided throughout the Town.

Most areas outside the town are served by either the Delaware Electric Cooperative or Conectiv. Electric capacity is assumed to be adequate for all anticipated growth, although service area arrangements will need to be reached with other electric providers for extension of services into any newly annexed areas.

A recent review of undeveloped land within the Town boundaries reveals a potential shortage of sites for future growth. While large parcels appear undeveloped on the 1997 land use information maintained by the Office of State Planning

Coordination, a number of parcels are now committed to some type of use. For example, a large parcel south of Route 300 will soon be the location of the Wal-Mart regional distribution center. At least half of the Mitchell Farm is now under construction in a variety of residential developments (Bon Ayre and Sunnyside Village). A large parcel along Duck Creek Parkway is the site of the recently completed Smyrna Middle School. Development is essentially complete in the Gardenside and Millcreek developments along Carter Road. The plot plan for the last section (now called West Shore) of Cottage Dale Acres was recently filed. Construction has taken place to the east as part of the Smyrna Gardens apartment/townhouse project. Bombay Woods east of SR1 is under construction.

While all these projects will satisfy a significant portion of immediate residential demand, if the rate of new home construction continues, Smyrna may approach build out well before the end of this decade without annexation (The town estimates that less than 1000 lots remain undeveloped in pending and approved projects - a six to seven year build out at current rates of development).

The business/commerce situation is more limited as only a few sites remain in the Business Park. No other large sites, and only a few smaller sites, are available within the community to serve this need; hence a new location for business uses is essential to the long range economic health of the community and the region. Because such sites need adequate public services (water, wastewater, electric, police and fire protection, etc.), annexation of lands into Smyrna for that purpose is appropriate.

Other Planning Considerations

Broader community needs must be considered as the Town expands its boundaries. Among these is reservation of land for educational uses south of town when required by the school district. The Smyrna School District's facilities are located in Smyrna and Clayton proper. A new middle school opened this year and other facilities are being upgraded and expanded, meeting the District's near term requirements. Nevertheless, growth in the District, especially south of Smyrna, will require a facility at some point, hence the desirability of setting aside

property in advance. Coordination with the School District as these areas develop is critical and needs to part of the annexation review process by the Town.

Kent County is developing a new regional park southeast of Smyrna adjacent to but outside the town's designated growth/annexation area; however, other recreation, open spaces and greenways areas should be required as part of future development. This is particularly critical in areas south of town where there are few natural features (streams, wooded wetlands, or other limiting factors) that would logically be part of an open space system. It is also critical north of Duck Creek to ensure both the protection of the waterway and to meet broader open space objectives. Coordination with Clayton and both counties in this regard is essential.

Other considerations include planning for future business and commerce zones to support the local economy and provide employment opportunities. A location north of Town to take advantage of the SR1/US13 access is recommended. Strategic annexation of existing enclaves of industrially and commercially zoned lands now outside the Town boundary is also critical. Such a strategy supports state desires to promote economic development where infrastructure exists or can be reasonably provided and where jobs can be available to area residents.

Finally, although the current system of roads and streets is generally adequate, significantly increased development will impact many existing collector streets and minor arterials. Continued coordination with DelDOT as growth occurs will be essential to ensure that appropriate improvements are made to existing roads as necessary, that new roads and streets are added to accommodate growth, that non-vehicular and transit options are provided, and that the potentially conflicting functional requirements of individual road components are resolved. (See the Transportation Plan)

Consistency with State Strategies and County Plans

In 1999, the State approved a set of growth strategies intended to direct future state infrastructure investments and to provide guidance to county and local governments regarding state review and consideration of their planning and land use

control efforts. The towns of Smyrna and Clayton were designated as Community investment areas on the state's strategy map.

The State Strategies Map and Kent County's recently revised comprehensive plan envision a growth zone that includes the towns of Smyrna and Clayton, an area bounded on the east by SR1, and a zone to the west defined by proximity to the county's regional wastewater system. That growth zone extends south to Dover and beyond. The zone is shown on the state strategies map as Development and Secondary Developing Areas south of Smyrna and north of Garrisons Lake (see Figure 7).

The State Strategies Map and New Castle County's recently revised comprehensive plan designate the area north of Duck Creek as Rural. This designation is primarily a function of the absence of existing county services (wastewater, police, libraries, and other services), limited desire of New Castle County to provide additional services in the southern most portion of the county, the historic agricultural uses in the area, and soils and other resource-related development constraints. While designated as Rural, much of the frontage of US 13 north of Smyrna is in a mix of commercial uses and the agricultural land uses in the area still can be developed as low-density, large lot residential development as allowed under the County's code.

Future growth through annexation by Smyrna to the south (and west of SR1) in the Kent county-designated growth zone to support new development appears to be fully consistent with the state strategies and the Kent County comprehensive plan. Smyrna's strategies would support the State and Kent County's objectives of development in compact forms in or adjacent to towns where adequate public facilities are available or can be readily provided and protection of farmlands.

Growth through annexation by Smyrna north of Duck Creek to accommodate future commercial, business and residential uses would be inconsistent with both the current state strategies map and the New Castle County comprehensive plan unless those documents are revised to consider Smyrna's desires and the reality of current and expected development. (See the discussion that follows regarding growth north of the Town of Smyrna)

The State Strategy Report recognizes that planning documents reflect public policies at a particular point in time and require continual review, revision, and refinement. The report further indicates that state strategies as well as county and municipal plans must reflect demographic, economic and land use changes and trends, and to address specific issues that require closer analysis. The Town of Smyrna believes that such revision is clearly in the public interest and necessary at this time to reflect development pressures, emerging land use and economic trends, and the long-term goals of the community.

Future Growth Areas and Recommended Uses (see Figures 8 and 9)

Spruance City and Route 300

This area has developed outside the Town's boundary under limited county development requirements. The area is predominately single family residences, including mobile homes, modular houses and stick-built dwellings, with the majority of the development occurring in the middle of the past century. Individual on-site water (well) and wastewater (septic) systems, many of which are now failing, serve the residences and businesses in the area. The Town regularly receives requests to annex properties on a lot-by-lot basis in order to access Smyrna's public utilities. In terms of geography this area is, for all practical purposes, part of the Smyrna community.

While annexation to address public health needs is appropriate public policy, the existing development falls short of meeting current Smyrna development codes and may result in greater public service demands than are likely to be recovered through revenues. Nevertheless, this enclave of development should be part of the municipality and annexation should be considered as requests are received. A small number of parcels on the northeast and southeast sides of Route 300 near the Smyrna Business Park and along Glenwood Avenue east of the Route 6 intersection should be considered for annexation. These annexations must be consistent with Clayton's desires in this area as well.

Colmar Manor, Cedarbrook, S. Carter Road, east and west along Sunnyside Road

This area of single family houses was developed primarily in the last half of the last century; all are served by individual on-site water and wastewater facilities. With recent annexations, the area is increasingly an enclave surrounded by the Town of Smyrna. Inclusion of this residential area in the town is desirable from both a community structure and utility efficiency standpoint and should be considered as a priority as requests are received. The area also includes a parcel for which an annexation request was recently received. Also an enclave, this area should be considered for annexation upon request in order to ensure appropriate development of the vacant areas and to facilitate efficient extension of municipal services. The undeveloped portions of this area should be developed for single family residential uses, consistent with Smyrna's codes, ordinances, policies, and plans.

The U.S. Route 13 Corridor's Frontage

Smyrna's town boundary is irregular and broken along the Route 13 Corridor by a number of parcels not included in, but surrounded by, the community. Some of these are vacant, a number are used for residential or highway-oriented commercial uses. This inconsistent boundary creates service delivery and emergency response questions, results in inconsistent application of development standards, and weakens Smyrna's community identity. Recent annexations have filled in a few of these enclaves, but all the properties north of U.S. 13/Carter Road intersection should be included in the town and used for commercial and residential purposes in a manner consistent with the comprehensive plan. No services should be extended to these properties unless and until they are annexed. An issue in this area involves electric service, as many of the outlying parcels are customers of Delaware Electric Cooperative (DEC). Annexation might require negotiations between the Town and the DEC for purchase of the service to these customers. The Town should evaluate these costs carefully if annexation is requested.

South and Southwest of Town

This area encompasses largely undeveloped lands south and southwest of town along Sunnyside Road west to the railroad and south to the vicinity of Brenford Road. The areas are now in various agricultural uses even though this property is identified as part of the County's secondary developing zone.

These areas have been identified by the State and Kent County plans as developing and secondary developing areas within Kent County's designated growth zone. Development pressures are already obvious in the vicinity of Garrisons Lake, including new residential developments under construction along Brenford Road near the railroad on the westerly edge of this zone. The potential for development under Kent County regulations (large lot single family residential subdivisions with on-site utilities) is increasingly imminent in this portion of the county.

Such development, if not within the town's limits, would generate demands on town services, especially streets and recreation areas, without contributing to the town's revenues. Development under county regulations would fall short of the requirements that would prevail inside the town, even though the potential that such areas might seek annexation or town services in the future is high.

This area is a logical extension of the town. Residential uses, preferably in a compact or clustered style with a mix of housing types and perhaps limited neighborhood supporting uses is appropriate. Such development should reflect the style and character of the community and be linked to the town through a network of streets, sidewalks, bike paths and greenways. The railroad, interests of the Town of Clayton, and an existing agricultural preservation district provide a logical boundary to this area and the community.

The area along Brenford Road also seems to be imminent for predominately residential development and should be considered a priority (Note: the Town has been approached by owners of three properties south of Brenford Road seeking annexation to accommodate their future development plans). The northern property lines of the Garrison Lake Golf Course community provides a logical southerly limit of the town's future

boundary, as the areas nearer to Garrisons Lake are already served by a mix of public and private utilities making it less attractive to Smyrna. Police and other services would also be difficult to provide. Given the likelihood that these properties will be developed in the near future, it is desirable that such action be compatible with and functionally integrated into the community. These areas also should be developed primarily for residential uses at lower densities than those areas closer to the town but designed and developed under town codes to support the notion of an outer edge to the community.

North of Duck Creek

Except for a small area, Smyrna's boundaries do not extend north of Duck Creek/Smyrna River into New Castle County. This area includes some parcels south of Duck Creek along Duck Creek Road, but is primarily comprised of undeveloped land and scattered development in New Castle County north of Duck Creek.

The New Castle County comprehensive plan and the State's Strategy Map depict the area as being rural and generally not slated for development. And, although some limited residential construction is occurring in that area, New Castle County regulations are intended to limit new development to very low density residential uses (generally one dwelling unit per five acres in the SR zone).

Prior development decisions along Route 13 south of the Rest Area, Smyrna's gateway from the north, have resulted in a mix of mostly commercial activities that do not give a favorable image to the Town. Most visitors and resident's alike believe that the area from the Rest Area to Duck Creek is part of the town. In fact, the State's SR1 signage appears to direct visitors to the Smyrna Rest Stop.

Parts of the area north of Duck Creek have been designated by New Castle County as Reserve Protection Areas and are environmentally sensitive for a number of reasons; therefore, requirements for clustering or other innovative residential development options will be part of their annexation into the town (pursuant to the Environmental Protection Overlay district provision of the Town's Zoning Code). Such action also supports the state's interest in having designated areas that could

function as receiving zones under a transfer of development rights program that could help preserve other agricultural areas nearby. The Town is willing to designate these areas as TDR receiving zones and to amend its zoning ordinance accordingly if a state-county-local TDR program is established. In such receiving zones, the Town would consider density bonuses and a mixing of uses in return for more compact development, functional open spaces, multi-modal connectivity to the local street pattern and throughout the development, and a commitment to innovative design of the development and proposed structures.

These actions support the State's overall strategies relating to compact development patterns, growth in areas where services will be available, protection of farmlands and open spaces and, perhaps most importantly, encouraging the location of employment opportunities near existing and future residences.

The Town is sensitive to both the New Castle County and State growth policies; however, this area is geographically and functionally part of Smyrna. The area is in the Smyrna School District and the fire service area of Smyrna's Citizen Hose Company. The residents identify with the Town for social and economic purposes. They will look to Smyrna for public services in the future, if they don't already. They are represented by state legislators whose districts cover the area.

Public safety and utility services for the area by Smyrna make sense in the context of Smyrna's future growth. The Town believes that these areas should be part of Smyrna's future, to include business/commerce and appropriate highway-oriented commercial uses along the SR 1-US 13 corridors and well-designed low and medium density residential in the balance of the area with protection of critical natural resource areas being a priority.

Annexation of these areas to properly manage and utilize the corridor portions of the area for business/commerce and highway oriented commercial uses is a high priority. Such annexations should be considered where they would be efficient to service, where state and municipal economic development objectives are met, and where the exercise of municipal controls would allow the Town to influence the design, character, and intensity of land uses at Smyrna's northern entrance.

The Town's desire is to create an attractive gateway to the community from the north that includes a mix of traditional highway commercial uses with offices, service and light industrial activities. The Town intends that this section of the roadway not be a proliferation of typical roadside uses with inherent problems of appearance, individual access to uses, congestion, and limited multi-modal opportunities. Existing uses include gasoline and vehicle services, used car sales, antique stores, convenience stores and a number of others; however, the Town would like to see the area include professional offices, other retail and general business activities and light industrial or distribution uses as well.

The Town is developing a new hybrid zoning classification for the area that permits existing uses to remain, although some might be grandfathered as non-conforming uses, while permitting new uses not otherwise listed in the current highway commercial zone. Additionally, the Town is working with the Dover/Kent MPO on a Route 13 commercial corridor concept plan to develop a vision for the roadway and a set of recommended improvements addressing safety, appearance, access control, and non-vehicular concerns. The ordinance will be developed for adoption early in 2003. The concept plan is scheduled for completion in mid-2003 to support possible DelDOT funding for FY 2004.

Areas east of SR 1

Some areas east of SR 1 (i.e., Smyrna Landing and the Smyrna Correctional Facility) are frequently considered to be part of the community in one sense or another and might be areas for consideration (for example, the correctional facility is served by a wastewater line that runs out Smyrna Landing Road from the town).

Nevertheless, the state and both county development plans and strategies discourage development east of SR 1. A large agricultural preservation district, the recent acquisition of the Blendt Farm for use by Delaware State University, and a Kent County regional park limit development in part of the area. The Town supports these strategies and, being consistent with state and county strategies and considering the distance from the town, these areas are not considered as candidates for future growth or annexation at this time.

The Comprehensive Plan includes a recommended phasing plan for the growth of the community beyond its current borders. This part of the plan (see Figure 9) is for guidance purposes only. Actual planning of growth will be a function of property owner interest in annexation, the timing and availability of water and sewer services, developer willingness to fund infrastructure extensions in advance of the Town's ability to do so, and overall economic conditions. It is likely that the current development pressure will continue for the balance of this decade, resulting in requests for annexation and extension of utilities in advance of the suggested phasing of the growth of the community.

COMMUNITY DESIGN

As this update of Smyrna's Comprehensive Plan was being prepared, Town staff were participants in a subcommittee of the Livable Delaware Community Design initiative being led by the Office of State Planning Coordination. That effort is intended to develop guidelines and models for achieving better design of the built environment throughout the State. The Town of Smyrna endorses that initiative and intends to incorporate the findings in an on-going review of the Town's development codes.

Smyrna's comprehensive plan and development policies recognize that good design is a function of how places meet the varied needs of our residents for home, work and play. Good design might not be simply the result of application of engineered standards to the development process. According to the Livable Delaware subcommittee, the foundations of good design are opportunities for people to explore, develop, manage, enjoy and maintain safe and comfortable relationships with their environment, their neighbors, their neighborhood and their community at large; to achieve that sometime elusive quality of place. These fundamentals are expressed in how the design of the project addresses the unique features of the site, how it relates to the scale and character of the surrounding community and neighborhood, the way pedestrian and vehicular requirements are met, and a number of other considerations.

The Town also recognizes that notions of what is appropriate or good community design are the result of the particular social, economic and cultural conditions of the time. Smyrna is a historic community with its core reflecting values and conditions of a closely knit and tightly clustered walkable community of the mid-eighteenth century; but it is also a contemporary community reflecting the characteristics of the high technology, highly mobile 21st century. Smyrna is committed to protecting and enhancing its history and heritage through design standards that minimize the loss of those unique resources; but it is also committed to ensuring that new development and, where appropriate, redevelopment projects are part of the community, reflect the special character of Smyrna, are sensitive to the land resources, and provide the opportunities for our residents to build safe and comfortable

relationships with their environment, their neighbors, their neighborhood and their community.

The goals for Smyrna and its environs include the protection and enhancement of the Town's considerable aesthetic and historic assets, as well as the enhancement of its image through visual improvements to commercial development, especially along Route 13 and Glenwood Avenue.

The existing image of the Town, unfortunately, is often largely formed by the appearance of the frontages along Route 13 and Glenwood Avenue (Route 300). Elsewhere in the Town, especially in its historic district and its park and recreation areas, the Town exhibits a positive visual image which should be protected and enhanced, serving as a guide for future development and, in turn, serving to increase demand for all land use types in the Town.

The policies which will substantially support these goals issues include the development and enforcement of regulations governing strip commercial and shopping center uses and renewed attention to upgrading the condition and appearance of the downtown, the Route 13 corridor and other public spaces throughout the community.

As part of its on-going planning process, the Town will continue the refinement of its zoning code and subdivision ordinance, pursue the development of design guidelines and review processes for the downtown historic district, develop clustering and related options for more compact development, and work with developers to promote the elements of good community design in new projects.

**INFRASTRUCTURE AND COMMUNITY FACILITIES PLAN
(PUBLIC FACILITIES)**

Public Services

The goal for public services is to optimize efficiency in the provision of public services through proper management of existing facilities and careful planning of physical expansion. Policies governing the extension of public services can be an effective mechanism to control location, density and type of growth. The Town's policies to limit the extension of utilities to outlying lands ("leapfrogging") may well encourage the annexation of more immediately adjacent areas.

Policies supporting these goals include:

- a. The Planning Commission shall carefully review all development proposals to determine their proximity to and probable impact on public service systems to ensure that adequate facilities are provided as development occurs.
- b. Cluster and mixed-use development of all land uses will be encouraged where appropriate through zoning regulations and design controls to promote greater efficiency in the extension of public services.
- c. The Town must encourage development of infill sites by all available means in order to make efficient use of the existing public service infrastructure serving these areas.
- d. The Town should develop and follow a specific phased capital improvements program directing the extension of public services into those areas most suitable for development as delineated in the Comprehensive Plan.
- e. Continued maintenance and upgrading of existing infrastructure is also critical to ensure quality services to current residents and to provide the needed backbone for future extensions of services to new development.

A primary means of controlling and channeling the growth of the community exists in the direction and timing of extensions

of the three principal service networks: transportation, sewer, and water systems. Smyrna has an additional municipally owned utility system in its electric distribution system, an unusual asset for the Town and a service system that is not traditionally covered in a comprehensive plan. On the assumption that the Town would profit from further extensions of its electric service beyond the capital outlay, it should be assumed that, whenever this plan recommends extension of water and sewer facilities to a new growth area, electrical service by the Town of Smyrna would be included automatically (See Figures 10, 11A and 11B).

Sewer Facilities

Sewage treatment for the Town of Smyrna, as well as Clayton, the Delaware Correctional Institute, the Delaware Emergency Management Agency's facility, and the state rest stop/visitor center on Route 13, is provided by Kent County, whose sewage treatment plant is located near Frederica south of Dover.

The maintenance and extension of sewer lines within the present Town limits and within any areas to be annexed is entirely a Town of Smyrna responsibility. Unlike the electric utility that is profitable to extend, sewer and water service is often a break-even proposition for the Town. However, policy regarding extension of water and sewer into areas being considered for annexation should take a second priority to overall planning and fiscal concerns of the Town. New developments in future growth areas will add to the tax base and will also allow for control of growth which might otherwise not follow patterns recommended by this Plan or to the Town's liking.

Areas not approved by the property owner for annexation or areas developed in the county without Town sewers can block annexation in that direction in the future. But, such areas may still result in the need for town or other public entity services at a later date when individual sewer or water systems begin to fail.

With recent upgrades to Kent County's sewer transmission system, the only constraint to extension of sewer lines within the Town or its proposed growth area to the south is in areas

where new lines would need to be provided with lift stations due to topography which would not permit gravity flow. This can be a constraint to small-scale development but should not restrict the development of larger tracts or consideration of annexation to meet the Town's goals and growth requirements. The Town has met with the developer of large properties south/southwest of Town and with the Kent County Engineer to preplan a central wastewater collection system and pumping station to service these areas. A technical feasibility study is being undertaken soon by Kent County.

New Castle County does not provide sewer services to the areas north of Duck Creek; hence, the collection system and any associated pumping stations or other facilities will have to be provided for future development. The State-owned sewer facility that serves the Rest Area and DEMA appears to have capacity that could be utilized to serve growth to the north of Town. The Town is undertaking a water and wastewater facility planning project to examine these requirements and options.

Staging of sewer extensions should generally follow residential development expansion and construction of new collector roadways. However, should certain of the lands designated for industrial or new business employment be designated as magnet sites, sewer lines should be extended to the edge of those sites to create the appropriate pro-development posture desired to attract new employment opportunities.

Water Service

The Town recently added a fourth well, upgraded treatment facilities and is planning a new storage tank to ensure its ability to meet the needs of desired industrial uses and a larger future population. The third well along with a recently built 450,000 gallon elevated storage tank is located along Carter Road near Route 13 as part of the Mitchell Farm development. The location and condition of existing water storage tanks is under review as part of the Town's capital improvements program. Older tanks will require replacement in the near future and more appropriate sites will need to be secured. Additional supply and storage capacity may be needed as the community develops. Extensions of the present system will be

needed within each new subdivision or planned business/commerce or industrial/office/research sites and are generally recommended to follow the same phasing priorities discussed under sewer facilities above.

Community Facilities Plan

The goal of this portion of the plan is to provide a full range of facilities for the needs of the existing and projected Town residents.

Policies supporting these goals include:

- a. Provide improvements to community and recreational facilities in an orderly fashion by including them in the Capital Improvements Program in accordance with the town's growth and development goals.
- b. Locate new parks, school recreation areas, fire, and police facilities to be convenient to residents and to enhance economic development in the community.
- c. Community and recreational facilities should be combined to maximize their use and minimize expenditures.

Town of Smyrna Facilities

Anticipated population increases and planned growth patterns indicate the need for major new community and recreational facilities as growth occurs.

The present Town Hall, built in 1976, will be inadequate in size to accommodate additional administrative staff and public services through the planning period. The building occupies a site that is large enough for a modest addition to be built but, longer term, the town's administrative needs will require additional space to accommodate offices and parking requirements. (Additional parking is being developed adjacent to Town Hall and an addition is programmed in the Capital Budget for FY2003.) Parking is already a constraint at the town office although additional land is being acquired in the near future for that purpose.

The Public Library was also cramped but moving the Police Department to its new quarters permitted library expansion into that portion of the old Town Hall building on South Main Street. Nevertheless future library needs must be considered as development occurs further to the south of the historic downtown area.

Public Works and Electric Department complexes on Glenwood Avenue and School Lane are increasingly inadequate for present needs and planning has begun to identify a site for a new public safety/public utilities complex.

The Smyrna Police Department had been operating from cramped and inefficient facilities for many years. Although a new police station was constructed in 1988 on Glenwood Avenue adjacent to the Town Public Works complex, this facility is already becoming inadequate for immediate and future needs. Expansion at the existing site or relocation to a new site must be part of Smyrna's continued planning and capital budget processes.

As part of its long-range planning activities, Smyrna is carefully considering the full extent of its present and future service needs, including planning for additional staff, equipment and facilities. A growing community creates demands in all three areas. A satellite fire service and/or library site may be needed at some point to service southern growth areas. Opportunities for consolidation and relocation of existing facilities are being explored. (Site evaluation, planning and preliminary engineering/design for a new Public Works/Public Safety/Electric Department complex is anticipated in the FY 2003 Capital Budget.) Needed future administrative space should be examined in the context of other community goals, such as support for revitalization of the downtown.

Fire Protection

The Citizen Hose Company's fire hall is also adequate at this time but future expansion and reconfiguration of the current site is anticipated. (An existing water tank on their property will be removed as part of the Town's water system expansion.) As a volunteer system, the Fire Company is dependent upon a volunteer population within close proximity to the

building to respond to alarms both day and night. Accessibility to future growth areas to the west and south may be a concern at a later stage in the planning period and suggests that fire needs be considered in any planning for satellite public facility locations.

School Facilities

On September 30, 2002, 3,241 students were attending schools in the Smyrna School District. The staff consists of 386 employees; 221 teachers, 18 administrators, 8 guidance counselors, 6 nurses, 23 secretaries, 34 custodians, 40 child nutrition employees, 34 para-professionals, 2 support staff, 6 FFA cows (part of the District's award winning Future Farmers of America program), and one guidance dog, Buster. The District's Board includes five members and one student representative.

The mission of the Smyrna School District is to ensure that the students of the community are prepared as effectively and efficiently as possible to become responsible and productive citizens possessing the knowledge, the problem-solving skills, and the positive attitudes to adapt to and function in an ever changing environment. The District supports the Smyrna community values of responsibility, respect, compassion, integrity, and perseverance.

The District is in the process of renovating its six school buildings, all of which are community-based in Smyrna and Clayton. These renovations are designed to last for the next thirty-year period and include air conditioning, heating and plumbing systems, new windows and doors, additional classrooms, and security systems. New athletic and recreational facilities are included in some of these projects as well, adding to the community's inventory of recreational and open spaces. A new 700 student middle school opened in the fall of 2002. These buildings are intended to enhance the present educational facilities and eliminate and remove disconnected modular classrooms but not to accommodate a large population growth such as is being experienced in Smyrna and throughout the district. Additional land for school sites in plots of about 20 acres will be a critical planning issue in the future. The Town and the District are engaged in regular planning discussions to ensure that school facility needs are adequately addressed in the

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Town's comprehensive plan and growth strategy. The Land Use Plan identifies a general location for a new elementary school site in the proposed growth area south of Town.

TRANSPORTATION PLAN

The primary goal for circulation is to achieve a safe, efficient, pleasant, multi-modal circulation system utilizing vehicular, transit, bicycle, and pedestrian travel.

Policies supporting these goals include:

- a. Establishment of a clear classification of roads intended for different purposes and design and management of these roads in areas of new developments in keeping with this classification system.
- b. Review of all development proposals for appropriate vehicular access and for potential traffic impacts on the surrounding road network.
- c. Work with the Delaware Department of Transportation and the Dover/Kent MPO to plan and develop a transportation system for the town and its surrounding region including serving new development, accommodating increased business-related traffic, and improving the appearance and functionality of major highways running through the community.
- d. Develop a plan for a network of bicycle and pedestrian paths traversing the Town, using existing streets, other rights-of-way, and systems provided in conjunction with new development.
- e. Continue implementation of regulations requiring sidewalks or other suitable pedestrian paths in all developments.
- f. Work with the Delaware Transit Corporation (DTC) to ensure efficient transit services and facilities serving the town.

Transportation Facilities

The dominant mode of transportation in Smyrna is the automobile and this may be expected to continue in the foreseeable future, although the town is served by DART's regional service and efforts are underway to better integrate that service into the town. While the community will remain below the size that would be needed for a full service local public transportation system to be cost-effective, the plan recommends that a transit study be undertaken to better define potential services. Thus, the roadways represent the primary component of the transportation plan for the community with bikeways and walking trails adding to the transportation options (see Figure 12).

Transportation issues in the Smyrna area include recognizing the changing character of Route 13 through town, the impact of economic development activities at the Business Park/Wal-Mart sites, pedestrian and appearance improvements in the historic downtown, safety and access issues along Duck Creek Parkway and North Main Street, long range planning for road improvements in the town's designated future growth areas, and broader regional transportation concerns (see Figure 13).

The primary goals of the roadways plan element are to develop a complete and coordinated area wide road system which will facilitate anticipated and desired growth, to provide for safe and convenient movement of goods and people throughout the area, and to minimize conflicts between automotive and pedestrian movements and between higher speed and lower speed vehicular movement.

To achieve these goals, the following actions are recommended:

Planned improvements

The only highway projects in the Smyrna area currently being studied and planned by the Delaware Department of Transportation (DelDOT) are the upgrading of Carter Road from Sunnyside Road to Route 300 and traffic improvements to Route 300/Glenwood Avenue. The Carter Road project includes traffic and pedestrian improvements necessary to meet the area's overall needs while minimizing impacts on the adjacent residential neighborhood. The Glenwood Avenue improvements include signalization and turning

lane improvements to accommodate additional business development along the corridor.

Proposed improvements

1. New Connectors

Carter Road to SR 1 Connector - since the 1988 plan was completed a new connector was constructed from Sunnyside Road to Route 13 south of town. This connector, an extension of Carter Road, provides improved access to the southern and western portions of the town where much of the town=s recent growth has occurred. Construction of one other new connector to the SR1/US 13 interchange to the east is recommended.

Green Meadows/Locust Street Connector - incremental development of the areas on the east side of town necessitates the completion of Mill Street near the county pumping station to connect with Locust Street to improve access and to allow utilization of recreational lands along the creek.

2. Improvements to Existing Streets and Roads

Duck Creek Parkway and North Main Street Extended - Duck Creek Parkway and North Main Street Extended are heavily impacted by the location of three educational facilities and a number of extensively used recreational facilities. Paved shoulders, sidewalks, bike paths, designated crosswalks, widening, and other improvements are essential to ensure public safety and accommodate the many uses of these roadways.

Sunnyside Road - Sunnyside Road serves as a local collector between Route 13 and Carter Road, as well as to areas further west. The road also serves the Delaware Hospital for the Chronically Ill which has extensive land upon which to grow. If the growth of this institution or satellite institutions located at this site is substantial or if development in outlying areas occurs as expected, widening, addition of sidewalks or other improvements may be needed. Coordination with DelDOT in planning for growth in the southern portion of the town should be undertaken soon.

Downtown Street Network - revitalization of the historic downtown is contingent upon a series of appearance and safety improvements, some involving state-maintained roads. These improvements involve reconfiguration of the Main Street/Commerce Street intersection to improve its appearance and public safety, streetscape and street furniture improvements, general landscaping, improved signage, additional public parking, and relocation of the DART regional bus stop from its present Route 13 site to a location closer inside the community where opportunities for walk/ride and park/ride options are possible.

3. Commercial Corridor Studies and Corridor Improvements

Route 13 Improvements - Route 13 through town (from the SR 1 interchange at the north to the SR 1 interchange at the south) was once the primary transportation facility in the area. As such its design and construction reflected the need to efficiently move large volumes of traffic. With the construction of SR 1, Route 13 has become a more community-focused roadway. While serving regional needs, it functions as and is managed from a traffic safety standpoint more as an urban boulevard serving local commercial and other community needs. Additionally, development of residential areas to the east coupled with the location of schools and other community amenities on the west has increased the potential for traffic/pedestrian conflict and injury. The road's excessive paving and concrete islands, with their lack of landscaping and proliferation of signage, creates an unattractive and hostile element within the overall community and certainly in its core.

Smyrna's comprehensive plan and annexation element recognize the importance of Route 13 as a transportation facility but call for improvements to make the roadway better fit the community's character and goals. The town seeks improvements that increase public safety, especially for pedestrians, enhance the roadway's appearance, better manage the access to the commercial uses, and efficiently manage traffic, including truck traffic associated with Smyrna's employment centers.

Glenwood Avenue Improvements - Glenwood Avenue/Route 300 has become the major east-west transportation corridor through the town, a function that will become more important with the increased truck traffic to be generated by uses at the Smyrna Business Park to the west and continuing development west of the Town. This roadway also serves the newest commercial area in the town, especially from the N. Main Street intersection to Route 13. As with Route 13, the town seeks improvements that increase public safety, especially for pedestrians, enhance the roadway's appearance, better manage the access to the commercial uses, and efficiently manage traffic, including truck traffic associated with Smyrna's employment centers.

Planning studies and other actions

1. Southern Development Area Study - the Town encourages DelDOT and the Dover/Kent MPO to undertake studies of and planning to address the potential impact of future development in the areas adjacent to the community, including Sunnyside, Rabbit Chase, and Brenford Roads. This Area Study should also examine the potential for extension of Rabbit Chase Road north to connect to Artisan Drive providing an additional or southerly access for employees and public safety uses to the Smyrna Business Park.
2. Transit Study - DelDOT and the Dover/Kent MPO should initiate a study of potential local transit service in the community, especially to link the developments on the east side of Route 13 to shopping, educational, recreational and community uses on the west side of the road. Such a study should also explore connection to the DART regional service once it is relocated to the historic downtown. Given the compact nature of the town's development and the existing street system, a simple loop system would appear to be feasible and efficient.
3. Bicycle and Pedestrian Plan - although a number of bicycle and pedestrian facilities have been added in recent years and others will be developed as various projects are completed, there is no overall bicycle and pedestrian plan for the community. With assistance from DelDOT this planning effort needs to be addressed in the near future.
4. Park & Ride Plan - perhaps as part of the broader southern development area study or as part of a transit plan, consideration should be given to identifying and developing potential locations for both local and regionally serving park and ride facilities. Many Smyrna residents commute to areas north and south of town (Wilmington and Dover, for example) for employment. Car and van pool usage reduces traffic congestion and air pollution, but opportunities for safe and convenient parking of private vehicles are important for such options to be effective. The Smyrna Rest Area serves this need to some degree but designated park & ride sites near or inside the town does not exist. Most commercial uses specifically prohibit extended parking on their lots. More localized opportunities might also occur as larger employers address the land area and other

requirements for meeting the parking needs of their employees. The Town is served by DART's scheduled services and a new weather-protected bus shelters and parking area have been completed on Route 13 at Mt. Vernon Street.

5. Regional Westerly Connection Study - development in the Clayton area and suburban sprawl further to the west along Routes 6 and 300 adds to traffic congestion in Smyrna. East bound traffic from these areas must traverse Smyrna via Routes 6 and 300, Duck Creek Parkway, Main Street, or Carter Road to reach Route 13 and SR 1 for destinations north and south. The Town urges DelDOT and the Dover/Kent MPO to undertake a regional study to examine alternatives, including upgrading parts of Route 15, realignment of other roads west of town, or a new connector/bypass somewhere west of the railroad to accommodate these needs in the future. (**NOTE: The westerly bypass shown on Figure 13 is conceptual only and not intended to recommend any specific alignment**).
6. Local Ordinances - local actions include developing new zoning classifications and other regulatory approaches to achieve the town's goals for enhancing the appearance of the town's northern gateway and adopting official street designations (including signage) to facilitate mobility while minimizing conflicts between various uses of the transportation system.

HISTORIC AND CULTURAL RESOURCES PLAN

Smyrna's character is established by its historic setting along Duck Creek and the extensive architecture remaining from its earlier Colonial and Victorian periods of development. As documented by the University of Delaware's Center for Historic Architecture and Design (CHAD), Smyrna represents three rather distinct development periods: a historic core dating from the 1700's with a later period of growth in the late 1800's and into the early 1900's; a post war period of development from about 1950-1980; and a more recent period of growth. The historic core reflects a traditional grid pattern which allows for a predictable, readable, and pedestrian friendly street pattern.

This traditional grid pattern also is quite effective at integrating adjacent neighborhoods and communities and allows for connectivity to the downtown/historic core. However upon moving into the second generation of development, the dense and readable grid pattern of the historic core begins to dissipate, though it is not completely lost. Streets are markedly wider (i.e. Lake Drive) in order to accommodate both larger lot sizes and ample space for on-street parking on both sides of the street. Several alleyways are present, providing access to many driveways and obscuring utility poles.

The historic core dates from the early 18th century but has a predominately 19th century appearance, characterized by a distinctive, well-preserved largely intact collection of Victorian, Italianate and Folk Victorian business and residential structures, some of which reflect the tendency to modernize earlier structures to meet the then more current notions of design. Smyrna's mid-to-late 20th century neighborhoods are well defined by clearly readable borders through a variety of architectural, density, landscape and design features; especially major roadways. These neighborhoods are characterized by single family detached dwellings, for the most part, on lots generally greater than 1/4 acre, reflecting the ranch style and other popular building types of the 1950's, 60's and 70's. The street network remains consistent with the hierarchy of types found in the older sections but streets are markedly wider, sidewalks are often not provided, blocks are longer and intersections fewer.

CHAD noted that Smyrna's historic character reflects a number of strengths, among them: strong street pattern; several well defined neighborhoods; a highly walkable downtown; several inviting public and civic spaces; a variety of housing types; and a well maintained architectural character, particularly in its historic core.

While some of its historic downtown has suffered from neglect and loss, Smyrna's National Register Historic District contains almost 500 residences and businesses, many of which have been carefully restored. The historic second floor Opera House and former town hall, which houses the Smyrna Library, is being restored to its original splendor and will soon host community cultural events. Some historic homes are being converted to bed and breakfast establishments, the Smyrna Museum has undergone a full restoration, and the town's heritage continues to be part of its charm and appeal to residents and visitors alike. And, at the opposite end of the spectrum, a late 20th century former drug store is witnessing a rebirth as a pharmaceutical museum and conference facility (The Harry Levin Center for Pharmacy and History).

Neglect and inappropriate conversion continue to threaten these resources. Adoption of a historic preservation review process for the historic downtown (currently under consideration by the Planning & Zoning Commission and the Town Council), creation of a package of incentives for preservation and restoration, marketing of the community's history and heritage, and other approaches must be part of Smyrna's planning and development strategy.

The goals for preserving and enhancing the community's heritage include preventing the further deterioration of the historic downtown, continuing to promote Smyrna's history as a key element of its charm and attractiveness, supporting the work of groups committed to restoration and historic preservation, and related programs to improve the overall appearance, safety, and quality of the community.

Policies supporting these goals include:

- a. Revitalizing the historic downtown to make it an attractive and interesting place to shop, work and live through streetscape improvements, pedestrian-friendly design, marketing and promotion, and public and private reinvestment.
- b. Developing design guidelines and architectural review requirements to avoid the loss of the integrity of historic buildings, including the appointment of a historic district review committee.
- c. Promoting a community-wide commitment to maintaining the town's character as it experiences significant change by improving the attractiveness and availability of public/civic spaces, creating a system of greenways and bike/walkways to retain the small town feel, preserving the human scale and texture of the built environment, and continuing to promote the community as the "Historic Town of Smyrna".

ECONOMIC DEVELOPMENT PLAN

As discussed in the introduction, Smyrna's history is tied to its location as a center of commerce and trade. Although the Town's economy has fluctuated with changes in transportation, the emergence of new forms of retail and service industries, and the dominance of Dover to the south, Smyrna today is experiencing a new wave of growth in its economy as well as in its overall population. Benefiting from access to the regional highway system, including the soon to be completed State Route 1, the Smyrna area is increasingly attractive to potential businesses.

At the same time, overall growth of the community and the region is attracting new retailers and services, including a Roses Department Store, a significantly expanded new Acme supermarket, and a Waffle House restaurant. The Smyrna Industrial/Office/ Research Park (recently renamed the Smyrna Business Park) houses the Delaware National Guard Readiness Center, the electric generation facility owned by the Delaware Municipal Electric Corporation and a number of other businesses as the park's remaining available sites are being rapidly committed.

Major employers in the community include the Delaware Home for the Chronically Ill, a state-operated, 400 bed, long-term care facility providing nursing and medical care at the skilled and intermediate level. DHCI employs approximately 625 employees making it the largest employer in town. The second largest employer in town is the Smyrna School District employing approximately 400 teachers and staff. Other employers include Buck Algonquin Company, General Clothing, Harris Manufacturing, Brandywine Chrysler, Willis Ford/Willis Chevrolet-Buick-Oldsmobile-Pontiac-GMC, Acme Markets, Food Lion and the Town of Smyrna, to name a few. Other large employers, such as the Delaware Correctional Center are located in the immediate area, as well.

The Town's overall economic development goals include fostering a healthy downtown, encouraging a wide variety of retail and service businesses, and developing an expanded mix of business, office, manufacturing, distribution and other major

employers to provide additional jobs, balance and enhance the local tax base, and provide necessary services locally for residents.

Overall Economic Development

The goal for Smyrna's economy is continue to attract new employers to the Town to permit employment growth, with particular emphasis on provision of a full range of job opportunities through an increase in office and business, financial, high-tech, and other development in appropriate and designated areas.

Policies supporting these goals include:

- a. Identification and vigorous promotion of an adequate supply of appropriate sites for business and commerce, light industry, warehousing and distribution, offices, and other uses which will increase the range of job opportunities.
- b. Planning, programming, and construction of public improvements and establishment of various forms of incentives and assistance to encourage development in areas designated for economic growth.
- c. Enforcing performance standards, buffering, noise, sign, and traffic controls, and sound planning practices in industrial and commercial development in order to maintain an atmosphere that is consistent with the community's goals.
- d. Planning for continuing advancements in technology (such as fiber optics) to support networking and enhance business communications and public access to resource and planning information.

Historic Downtown (central business district)

The revitalization and establishment of the historic downtown area as a center with a variety of activities (employment, shopping, restaurants, housing, and cultural activities) working together to create a visual and continual

activity focus for Smyrna is a critical planning goal for the community. Development and redevelopment opportunities of substantial and modest sizes exist in the District and its immediate environs. The image, economy, and ambience of Smyrna would benefit greatly from the development of a more diversified and active downtown area.

Policies supporting these goals include:

- a. Town support of the preparation of a development plan for the historic downtown area in order to identify, promote and realize the development potential of this special district, and to ensure that redevelopment proposals do not encroach on stable residential neighborhoods or destroy historic and aesthetic resources.
- b. Developing a plan for adequate public parking in the historic downtown area including attractive pedestrian paths between parking, shopping, employment, and housing areas.
- c. Subsequent to the preparation of a detailed plan for the historic downtown, creating an historic preservation overlay district for the central area with special regulations and assessment procedures to aid in carrying out projects which create a desirable mix of activities, enhance the public environment, and attract people to the downtown area.
- d. Encouraging a mix of residential development, including housing for senior citizens, apartments and townhouses, and bed and breakfast establishments, in or with close linkages to the historic downtown area through special zoning and development incentives in order to provide greater convenience for residents and to stimulate business and cultural activities in the downtown area.
- e. Pursuing improvements to the streetscape of the Four Corners (Main Street), downtown, Library/Opera House areas to make them more attractive and viable.
- f. Reviewing and revising Town codes (zoning, building, fire protection) and working with State officials to remove barriers to mixed uses of historic structures.

Economic Revitalization and Redevelopment Opportunities

As with any area that has a long history of development, some areas of the community (other than the central business district) present opportunities for redevelopment and revitalization, perhaps to accommodate different uses than have existed historically. The proposed focus on Route 13, for example, presents an opportunity to change the appearance and character of the roadway without necessarily changing the existing uses. North of town along Route 13 the potential exists to redefine the roadway and the uses, away from the older and mostly highway oriented activities in favor of a mix of offices, light industrial and business uses, along with a limited number of traditional highway commercial activities. This challenge will be addressed as part of the Route 13 commercial corridor analysis included in the Transportation Plan and the development of a new zoning district for the area.

Within the town proper, along S. Main Street, manufacturing and industrial facilities from an earlier period in Smyrna's history remain in place, although the business activities are constrained by space and access limitations and the general age and configuration of the existing structures. While viable and important to Smyrna's economy, the plan suggests that over time this area might be redeveloped to provide an in-town cluster of small retail shops and townhouses, such as might be found in a typical New England village, for example. The Town's economic development strategies include working with both the businesses and the property owners to explore alternative locations for the business activities where space and access can be improved and for the eventual redevelopment of the properties for non-manufacturing activities.

HOUSING PLAN

Smyrna is fortunate to have a well-balanced inventory of housing opportunities in both its historic core and throughout the entire community. The balance is reflected in the higher percentage of rental units in the Town than in the County (about 40% renter-occupied in Town vs. 30% in the County-as-a-whole). See housing data in the Community Profile section of the plan. In the first ten months of 2002, for example, building permits were issued for 21 new single family dwellings, 50 new townhouse units and 24 manufactured homes. Of projects underway in the community, choices range from upscale single family dwellings to more modest homes, townhouses, apartments and mobile homes addressing a wide range of housing needs and prices (see Figure 14 and the current development activity table in the Appendix).

Nevertheless, the Town is committed to ensuring that housing choices are available for all residents. Housing choices include affordable housing units managed by the Delaware State Housing Authority, housing for senior citizens, a number of townhouse and market rate apartment complexes, and single family homes ranging in price from about \$100,000 to well over \$200,000. Older neighborhoods offer a variety of modest and more elaborate residential options.

Additionally, the Town Zoning Ordinance provides for residential use of commercial buildings in the Central Commercial district (30% of the floor area of the first floor must be in commercial or office use but the balance of the building may be in residences). Indeed, most of the older commercial buildings in the Town have residential units on upper floors.

The Town is concerned about an increasing number of owner-occupied homes which are showing signs of deterioration, as well as a number of seriously neglected units (most are vacant). The Town has a full-time Code Enforcement Officer and is aggressively monitoring and exploring code violations for both residential and commercial properties.

Deteriorated properties increase public health and safety issues and adversely affect the Town's appearance. The Town is

evaluating this problem and considering possible assistance programs for moderate income property owners to encourage re-investment (various State and county programs are available for low income home owners).

Rental housing in the Town of Smyrna is subject to regular inspection and approval whenever tenants change; hence the Town is able to address housing problems through that program as well as through its code enforcement activities.

Finally, the Town of Smyrna participates with Kent County in the Community Development Block Grant Program, sponsoring projects to rehabilitate housing and to improve public infrastructure and services to low and moderate income households.

Important housing goals include the development and maintenance of a wide range of housing opportunities, varying in type, size and densities but not physically segregated according to those attributes, provision of adequate housing opportunities for the elderly and handicapped, and provision of adequate housing opportunities for the low and moderate income households of the community.

Policies supporting these goals include:

- a. Ensuring that a sufficient amount of land is zoned for residential development of various types and densities through a frequent periodic review of development activity and practices.
- b. Encouraging a mix of housing types and sizes throughout the community through a program of development options built into the zoning district requirements.
- c. Including in the review of proposed development a conscious attempt to consider the mix of housing types within the proposed development in comparison to the types approved in recent periods and to the overall development goals for housing in the Comprehensive Plan. Inclusion of cluster-type development options and provision of density or other bonuses to encourage compact, efficient, and attractive developments are critical to providing a mix of housing

opportunities consistent with Smyrna's historic community character.

- d. Developing a program in conjunction with state and county agencies to identify, determine causes, address housing blight and deterioration and to eliminate barriers to restoration.

ENVIRONMENTAL PROTECTION, OPEN SPACE AND RECREATION PLAN

Environmentally Sensitive Resources

Goals of this portion of the plan include the protection of the natural environment of the Town and its surrounding area, prevention of destruction of property through ecological negligence, and the protection and enhancement of habitat and critical resource sites to preserve the viability and attractiveness of areas of special character within the built environment (See Figure 15).

Analysis of environmental factors carried out as a part of this comprehensive plan indicates a large proportion of the area within the present Town boundaries and in nearby areas to be suitable for all types of urban development. However, environmentally sensitive areas surrounding streams and wetlands separate the areas, and some other areas of wet soils exist where limitations on development are appropriate.

Protection of environmentally sensitive areas within the urbanizing area takes place on several levels. The Federal flood insurance mapping program and the relationship of this to lending practices for construction has a strong effect on limiting construction within flood-prone areas. Wooded areas are rare in the Smyrna area and, in areas where woodlands exist, there should be a strong encouragement of cluster development techniques to prevent the destruction of woodlands. By clustering, the number of dwelling units permitted for the entire site on other areas of the site, woodlands, steep slopes and flood-prone areas may be reserved and costs of providing utilities to the dwellings may be reduced.

As a matter of Town policy, developers should be required to submit more detailed field studies of specific parcels as required in the zoning or subdivision codes when submitting development proposals that might impact our environmentally-sensitive resources. By this requirement, developers will become more aware of the need to protect these scarce resources resulting in better planning and design solutions.

The Town of Smyrna zoning ordinance requires a five hundred foot radius around public water supply wells wherein uses are restricted to protect water quality. The Comprehensive Plan also recognizes the recharge areas implemented by the Delaware Geological Survey for New Castle County. The Town of Smyrna is aware of the future plans to designate such areas in Kent County and will consider such designation, once completed, in review and approval of annexation and development requests.

The Zoning Code includes provisions for designation of "Environmental Protection Overlay" districts (EPOD) intended to control development in flood plains, on steep slopes, where there are areas of high ground water, prime woodlands and other sensitive resources. As part of the review of the current zoning map to make it consistent with the 2002 Comprehensive Plan, EPOD areas will be designated. Such areas require preparation of an environmental impact assessment as set forth in the Zoning Code (at CDA 24.1-27). The assessment report and site review include consideration of beneficial and adverse impacts, alternatives to the proposed use or design, measures to mitigate adverse effects and the extent to which irreversible environmental impacts might occur.

Policies supporting these goals include:

- a. The Town shall continue to implement special controls over development in environmentally sensitive areas to minimize the destructive development of areas of wet soils, woodlands, and other important habitat, and to coordinate with the Kent Conservation District to ensure that adequate storm water management and sediment and erosion control measures are followed unless proper safeguards and standards are in place (as set forth in the Town's Zoning Code).

- b. Limiting of the construction of any structures for residential, commercial, industrial, or institutional use in flood plains.
- c. Preparation of a town-wide open space plan, linking natural environmental amenities with active, developed open space, which will guide development of an integrated public/private open space system throughout the Town. (A priority for 2003). The Town of Smyrna intends to seek State open space and greenways planning grants to support development of an open space plan.
- d. Preparation of a community tree management plan, establishment of a tree advisory committee, and commitment to a regular program of urban forest planning as required to achieve state and national tree-friendly designations.

Natural Features

Areas are identified in the plan and include lands within flood plains, areas with a very high water table, and wooded areas, which are scarce in the Smyrna area (see Figure 16).

The goals for conservation areas are to encourage the protection of the natural environment of the Town and its surrounding area, and to prevent destruction of property as the result of ecological negligence or abuse. To achieve these goals, the zoning code and subdivision ordinance have been strengthened to regulate development in areas designated as conservation areas and in areas of extreme environmental sensitivity.

The development pattern recommended by the plan will contribute significantly to the preservation of natural areas, but other tools are necessary to enforce this pattern and to protect environmentally sensitive areas on the urbanizing fringe. Cluster development techniques when sensitively applied are a principal means of protection of woodlands and flood-prone areas. A number of areas along Duck Creek (the Smyrna River) are already protected by public ownership and development for parks and recreational uses. This pattern should be encouraged as well along Green's Branch, where significant parcels of developable

land abut both sides; clustering of new development would allow for the stream valley and adjacent woodland to be preserved for recreational and scenic use while held in private ownership. In the areas adjacent to Mill Creek west of Lake Como, a low-density residential pattern already existing is encouraged for future development in the areas closest to the woodlands and creek.

Farmland Protection

The promotion of a compact development pattern for new growth and annexation, consistent with state and county growth strategies will, to a large degree, help to preserve productive farmland by limiting leapfrogging and suburban sprawl. Designation of receiving zones for new development coupled with the ability to transfer development rights from farms which might otherwise be threatened with urbanization in order to limit speculation on these lands is a goal of Delaware's Livable Delaware Program. Smyrna's growth and annexation strategies support these objectives

Public and Private Recreational Facilities

Public parks and recreation facilities are presently concentrated along Duck Creek Parkway and North Main Street to the north and northwest of Town and a smaller park area on the east side of Town at Green Meadows, although existing school sites throughout the town also address a portion of neighborhood recreational needs. Lake Como provides water-based recreation as well as scenic beauty to the town as well. Kent County recently acquired and soon will be developing Big Oak Regional Park just south of town, helping to meet the overall recreation needs of the area. Other open space opportunities exist along various watercourses through the town, such as along Mill Creek, and as part of new residential developments as required under the town's subdivision ordinance. Anticipated growth to the east of Route 13 and to the southwest and south indicate a need for recreational lands in those areas phased to match the rate of development activity (see Figure 17).

1. Public Open Space

Public parks and recreation areas exist as public amenities to serve the entire community. Municipal Park and the Little League and Little Lass baseball fields are the principal large public lands in this category, while the Lake Como swimming area and Lake Como itself provide significant water recreation opportunities. Smyrna is also blessed with a number of school sites throughout the town, including the high school and recently completed middle school along Duck Creek Parkway, and other schools within the older portions of the community. Within other parts of the Town, public open space is scarce, and the Town should consider developing smaller public open spaces in growing areas, particularly higher density areas and east of Route 13.

2. Private Open Space

Private open space is necessarily planned in conjunction with conservation areas, is required as part of new residential developments and in areas where it must be set aside to control storm water runoff, and as a critical feature within planned unit development or cluster developments. Density bonuses and other options should be offered for the provision of common private open space to be shared by owners and renters in cluster developments.

INTERGOVERNMENTAL COORDINATION

Towns do not exist in a vacuum, neither do counties nor the State. Coordination and cooperation among jurisdictions are essential to the well-being of each and to the achievement of the Livable Delaware goals. Smyrna's Comprehensive Plan recognizes that the interests of the Town will only be realized through continued planning to ensure wise growth and efficiency in the use of natural and financial resources.

Smyrna is engaged in regular communications with the Office of State Planning Coordination (OSPC), the counties and the Town of Clayton, particularly as relates to the provision of roads, water and sewer systems, schools and open spaces. Particularly relevant are discussions with DelDOT regarding transportation enhancements in the Town and the region. Likewise, joint planning with Kent County to efficiently provide sewer service to the proposed growth area is ongoing. Additionally, the Town will continue to participate in Livable Delaware initiatives such as the Community Design and data-sharing activities led by OSPC.

The Town's staff are active members of the Delaware League of Local Governments and the Central Delaware Economic Development Council, the Delaware Chapter of the American Planning Association and the International City Manager's Association (and their Delaware chapters), the Board of Directors of the Delaware Municipal Electric Corporation (DEMEC) and other organizations that offer opportunities for intergovernmental and other coordination.

CHAPTER 4 IMPLEMENTATION

A comprehensive plan and its accompanying annexation element are of little value unless they are implemented through sound planning and development controls. Development within the town's boundaries and in any areas considered for annexation needs to be functionally and visually part of the community.

To accomplish it's planning and growth objectives Smyrna will undertake the following actions to implement its comprehensive plans and annexation element:

- ?? Conduct a full review of the zoning ordinance, including development of user-friendly use and bulk tables, adoption of revised and/or new provisions to better address development issues and clarify requirements, and provide for greater flexibility in return for performance and design based options. (Underway)
- ?? Prepare and adopt a downtown historic preservation ordinance to protect and preserve the historic architecture and heritage of the area. (Underway)
- ?? Conduct a review and comparative analysis to ensure consistency between the proposed land use plan map and the existing zoning map as required under state law (HB 255) (Underway-will be completed during 2003)
- ?? Create criteria and processes for review of the benefits, impacts, and service requirements associated with annexation proposals, including meeting the plan for services requirements under the state's recently amended municipal planning and annexation provisions. (Underway)
- ?? Undertake a review of the town's charter to streamline it, make it more contemporary, and provide the basis for effective, efficient, and responsive town government. (Underway)
- ?? Develop and implement contemporary community design standards that promote compact, creatively designed,

resource efficient development of the areas proposed for annexation. These standards will foster developments that are similar in character to the town, that promote walking and other non-vehicular forms of transportation, that include sensible and useable open space systems, and that provide a mix of residential uses accompanied by neighborhood commercial and community services, as appropriate. (To be completed in 2003)

- ?? Work with the state and both counties to have newly annexed areas qualify as Transfer of Development Rights (TDR) "receiving zones" where density bonuses and design flexibility are provided. TDR offers an opportunity to promote compact development and help save important farmland and important resource protection areas from development (such areas would be sending zones from which development rights would be transferred). Designation of sending areas by Kent and New Castle Counties and companion county land use controls to limit rural growth are necessary for this initiative to be successful. (2003)
- ?? Designate a business and commerce zone where a combination of infrastructure investments and development of a second town-owned business park would foster additional economic development and creation of employment opportunities in the Smyrna-Clayton region. As part of this effort, the existing industrial and business zoning classes will also be reviewed to ensure that Smyrna appropriately provides for office, professional, and institutional uses. (Underway, to be completed early in 2003)
- ?? Develop design standards and other controls to improve the quality of highway commercial uses and properly manage the functionality of the highway corridor system in coordination with DelDOT, the Dover/Kent MPO, and Kent County. (2003 -2004)
- ?? Work with DNREC and Kent County, as well as private conservation groups, to identify and protect critical open space and habitat in the area, provide an adequate system of public and private open spaces, plan for efficient storm water management systems, and protect essential water resources. (Ongoing)

- ?? Seek state funding to support planning for and development of water and wastewater infrastructure systems for the areas proposed for development within the town and for annexation to guide the orderly extension of these services and properly allocate costs between developers, future users and the community. The Town is particularly sensitive to the risks of inefficient utility extensions and the leapfrogging of development that could occur if extensions of utilities and other services are not well managed. Coordination with other governments and service providers is an essential component of this effort. The Town recognizes that public safety and other service considerations must also be considered in the annexation and development process. (Underway, to be completed early in 2003)
- ?? Commit to a regional approach to planning for the for the Smyrna-Clayton area that addresses shared development and conservation concerns. Engage in regular coordination with the Town of Clayton, Kent County, New Castle County, the state and property owners/developers regarding both planning and development activities to ensure sharing of information, consideration of potential impacts, identification of unanticipated situations, and integration of public services. (Ongoing)
- ?? Commit to regular review and updating of Smyrna's Comprehensive Plan, development of ordinances, facilities plans, and utility policies to ensure that Smyrna is a model for sensitive, sensible, livable development. (Ongoing, next review in 2007 or sooner as needed)
- ?? Develop a program of incentives to encourage historic preservation, redevelopment, continued economic development, and housing improvement (2003-2004)

11/20/03

ANNEXATION HISTORY OF SMYRNA

1855-1960 Town consisted on one square mile.

5/5/61	74 Acres annexed, Delaware Home & Hospital
7/3/63	137 Acres, Cottage Dale Acres
10/2/63	40 Acres, Portion of Sunnyside Acres
7/15/64	Lot (115' x 145'), Vaughn
9/2/64	33 Acres, Portion of Glenwood Development
5/5/65	155 Acres, Ennis/Stokesbury (Green Meadows)/Pratt
8/7/67	320 Acres, High School/Johnson Farm/Municipal Park
1/14/71	40 Acres, Portion of Sunnyside Acres/Odd Fellows
9/7/71	1.3 Acres on South Street, Slaughter
6/3/74	76 Acres, Wick Farm
4/16/79	7 Acres, Turners Row
8/17/87	Block bound by Commerce, Mt. Vernon, Howard & Upham
10/5/87	337 Acres, Mitchell Farm
8/1/88	14 Acres, General Clothing
1/17/89	Block bound by Howard, Mt. Vernon & S/C Blvd.
11/6/89	Block bound by Howard, Commerce, Lexington and Upham
1/2/90	22 Acres, McAllister
12/10/90	1.8 Acres (3 parcels) on Southwest corner of U.S. 13 and Belmont, Schreppler/Lamb
7/20/91	.5 Acres (2 parcels) on W. South, Gilman (HJH)

Draft 11/20/02

10/7/91 .9 Acres (2 parcels) on N. Carter, Messick

ANNEXATION HISTORY

11/4/91 1.5 Acres (4 parcels) on S. Clement,
 Turner/Ballard/Ireland/Burris

8/21/95 13.5 Acres, Davis
 290 Acres, Brown
 .4 Acres in Spruance City, English/Harrington
 11 Acres west of U.S. 13, Newburg
 .8 Acres, Sunnyside Road, Keen

6/3/96 82.18 Acres (6 parcels) east of U.S. 13,
 Beiser/Gambacorta/Ramunno/State of Delaware

11/4/96 35 Acres east of U.S. 13, Beiser Group
 .54 Acres north of Glenwood Ave., Caldwell

2/18/97 .6 Acres at intersection of Rt. 300 and Rt. 6,
 Staats Gas

9/2/97 2.94 Acres west of Rt. 13, Pappas/Hayes

12/29/99 23,200 sq. ft., 1466 S. duPont Highway, Morrow

4/2/00 .4683 acres, 16 S. Carter Road, Archer

12/18/00 190.3 acres, sw side of Smyrna Leipsic Road,
 Beatrice Blendt Est.

12/18/00 51.9 acres, west of Cedarbrook, south of lands of
 Elizabeth Brown, east of lands of Robert Paul
Wick, Wick Farm

12/02

SUBDIVISIONS IN PROGRESS
AS OF OCTOBER 31, 2002

Subdivision Price Name	# of Units	Type Average Sales Price	
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Bombay Woods (124 lots remaining)	15 0	Single Family	\$120,000- \$200,000
Bon Ayre (348 lots remaining)	40 4	Mobile Homes	\$65,000- \$90,000
Eagles Chase Phase II (58 lots remaining)	58	Townhouse	\$90,000- \$115,000
Gardenside Phase III (31 lots remaining)	41	Single Family	\$165,000- \$190,000
Towne & Country (111 lots remaining)	11 1	Single Family	\$170,000- \$220,000
School House Village (41 lots remaining)	41	Single Family	\$140,000- \$160,000
Sunnyside Village (43 lots remaining) (99 lots remaining) (121 lots remaining)	13 2 11 3 12 1	Townhouse Single Family Duplexes Apartments	\$100k -\$114k \$125k -\$165k Not known yet Not known yet
West Shore Phase I (47 lots remaining)	47	Single Family	\$200,000- \$350,000
West Shore Phase II (32 lots remaining)	32	Townhouse	\$130,000- \$180,000
Weston Village (11 lots remaining)	10 1	Single Family	\$149,900- \$160,000
Woodland Manor Phase II	42	Townhouse	\$95,000- \$110,000